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To: Land Use Committee.

Subject: Spadina Quay Sub-Area Plan.

Origin: Commissioner of Planning and Development.
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Comments:

1. Backgound

On October 6, 1981, Harbourfront Corporation submitted a proposed Spadina Quay Sub-Area Plan for review and approval in accordance with the provisions of the Harbourfront Master Agreement, as approved in principle by City Council on November 5, 1981. The Spadina Quay Sub-Area Plan is the second sub-area plan to be submitted by Harbourfront, the first being the Terminal Warehouse Sub-Area Plan, which was submitted in accordance with the Terminal Warehouse Master Agreement, Part II Official Plan and Zoning By-law, and which was approved by Council, subject to certain conditions, on August 10, 1981.

The proposed Spadina Quay Sub-area Plan is divided into three parts: (i) a main text which is organized in terms of the specific sub-area plan requirements set out in the Harbourfront Master Agreement; (ii) a series of tables and maps which illustrate the site plan and summarize the details of the development proposed for the sub-area; and (iii) three supplementary appendices. Appendix I of the proposed sub-area plan is the Harbourfront Transportation Study prepared by DelCan Ltd.; Appendix II is the Open Space Design Concept prepared by George Baird and Associate; and Appendix III contains three environmental studies dealing with storm water and other services, noise impact and pedestrian level wind conditions.

A copy of the main text, as well as the appendix related to open space, is included in Appendix A of this report. Appendix I of the sub-area plan, the Harbourfront Transportation Study, was dealt with by Council at its meeting of October 22 and 23, 1981, and was resubmitted with the sub-area plan for convenience only. The Transportation Study and my related reports are on file with the City Clerk. Also on file with the City Clerk is a complete copy of the sub-area plan submission, including Appendix III of the plan, which contains studies related to environmental issues.

The proposed sub-area plan has been circulated for comments to the Metropolitan Commissioner of Roads and Traffic, the Metropolitan Commissioner of Planning, the Commissioner of Parks and Recreation, the Commissioner of Public Works, the City Solicitor, the Toronto Harbour Commissioners, the Toronto Transit Commission, the Metropolitan Separate School Board, the Toronto Board of Education and the members of the Harbourfront Review Committee.

All of those whose comments were requested have responded in writing with the exception of the Toronto Board of Education and the City Solicitor. I have received a verbal response from the Toronto Board of Education, and have been verbally advised by the

City Solicitor that he does not consider it necessary to comment in view of the fact that the City's special counsel, Mr. Dennis Hefferon, has acted for the City on his behalf in matters related to Harbourfront.

In accordance with the process set out in the Master Agreement, all comments received, together with those of my Department, were forwarded to Harbourfront for information and response. Copies of the comments received are included in Appendices B - I of this report. A copy of the letter setting out comments from this Department, dated March 15, 1982, is included in Appendix J, and Harbourfront's letter of response, dated May 17, 1982, is contained in Appendix K. A further letter from Harbourfront respecting recreational parking is included in Appendix L.

In response to my comments and those received from other agencies and officials, Harbourfront has made certain revisions to the tables and maps originally submitted. The most important of these revisions is a change in the alignment of the proposed extension of Queens Quay West in order to ease the right-angled "jog" originally proposed at the north-west corner of the primary open space. The revised maps and tables submitted by Harbourfront are contained in Appendix M of this report.

In accordance with the terms of the Harbourfront Master Agreement, all sub-area plans for Harbourfront must be in conformity with the Harbourfront Part II Official Plan and Zoning By-law. The Part II Plan and By-law were approved by the Ontario Municipal Board on December 7, 1981, subject to certain conditions, including the reservation of the Board's decision with respect to the exact alignment of the portion of the proposed extension of Queens Quay in the Spadina Sub-area where Harbourfront originally proposed the right-angled jog referred to above.

The issuance of the Order giving effect to the Board's decision respecting the Harbourfront Part II Official Plan is conditional on the execution and registration of an agreement between Harbourfront, the City and Metro respecting the amount of commercial office space to be constructed in Harbourfront and the protection of a rapid transit corridor. The issuance of the Board's order respecting the Harbourfront Zoning By-law is conditional on the execution and registration of this same three-party agreement, as well as the Master Agreement between Harbourfront and the City. Approval of the Spadina Quay Sub-Area Plan should be conditional on the issuance of the Board's orders respecting the Part II Plan and Zoning By-law, as well as the execution and registration of agreements contemplated in the Master Agreement and discussed in this report.

Although the proposed sub-area plan has been designed to accommodate specific development proposals chosen through a competition held by Harbourfront last year, this report deals only with the sub-area plan. All proposals for specific developments to implement the sub-area plan will be presented to Council through development review pursuant to Section 40 of the Planning Act.

2. Purpose of this Report and Summary of Recommendations

This report reviews the proposed Spadina Quay Sub-Area Plan in the context of the Harbourfront Part II Official Plan, Zoning By-law and Master Agreement, as well as the comments and recommended amendments put forward by this Department and by those agencies and officials to whom the draft sub-area plan was circulated. The report is not intended to provide a complete summary of the proposed sub-area plan, and it is suggested that the text, maps and tables of the sub-area plan submission, which are included in Appendices A through M, be considered together with the report.

The main recommendations of the report can be summarized as follows:

First, the report recommends that the Spadina Quay sub-area be defined as consisting of Phase A of the submission only, and that the main text of the proposed sub-area plan, which is contained in Appendix A of this report, be amended as described in the body of this report and summarized in Section 5.

Second, subject to certain conditions, the report recommends that the amended text and the revised tables and maps, with the exception of Section 2.6, Table 1 and Map 3a, all of which deal with spaces to be offered to the City for dedication as public parkland, be approved.

The recommended conditions to the approval of the draft sub area plan are:

(i) the issuance of the Ontario Municipal Board orders approving the Harbourfront Part II Official Plan and Zoning By-law;

(ii) the execution and registration against title to lands within the sub-area of servicing and related agreements, as required by Section 6.1 of the Harbourfront Master Agreement; and

(iii) the execution and registration against title to lands within the sub-area of agreements respecting open space to be offered for dedication as public parkland, as required by Section 7.1 of the Harbourfront Master Agreement.

Third, the report recommends that I be requested to report to Executive Committee at its meeting of July 28, 1982, respecting:

(i) the areas to be offered for dedication as public parkland in the Spadina Quay Sub-Area, in the context of an overall open space plan for Harbourfront;

(ii) the provisions to be included in agreements required by Section 7.1 of the Harbourfront Master Agreement respecting parkland to be offered for dedication in the Spadina Quay Sub-Area; and

(iii) the proposed closing and acquisition by Harbourfront of the portion of the existing Queens Quay West alignment located north of the proposed Queens Quay West extension.

The reasons for reporting separately on the issue of parkland are discussed in Section 4.5 of this report. The matter of the proposed closing and acquisition of the existing portion of Queens Quay, as discussed in Sections 4.3 and 4.6 of this report, is related to the issue of dedicateable open space, and should be reported on in that context.

Fourth, in order to ensure that the Official Plan assisted housing goals for Mixed Use Area D - Spadina Quay are met, the report recommends that:

(i) no development proposal for parcel g be considered by Council which does not include the quota of assisted housing called for in Mixed Use Area D in the Harbourfront Part II Official Plan; and

(ii) that City Council advise the General Manager of the Toronto Transit Commission and the Metropolitan Commissioner of Planning that it opposes the protection of a rapid transit corridor through parcel g which would preclude the construction of up to 155 units of assisted housing south of the existing rail lead.

Fifth, the report recommends that, in consultation with the Commissioner of Public Works and the Ministry of the Environment, I be requested to identify and recommend steps to be undertaken to improve the impact of oil run-off from the CN Railyards on water quality in the Inner Harbour, particularly in the area south of Spadina Quay.

Sixth, the report recommends that I be requested to report to the Executive Committee at its meeting of July 28, 1982, on the status of the servicing and related indemnity agreements required by Section 6.1 of the Harbourfront Master Agreement.

Finally, the report recommends that the Ontario Municipal Board be requested to modify and approve the Harbourfront Part II Official Plan to conform with the alignment of the Queens Quay West extension shown on Map 4b contained in Appendix M of this report.

The other recommendations set out in the report are essentially subsidiary to those outlined above.

3. General Description of the Proposed Sub-Area Plan

The Sub-Area Plan, as submitted, consists of two phases. Phase A covers parts of two areas defined in the Part II Official Plan, Mixed Use Area C - Maple Leaf Quays, and Mixed Use Area D - Spadina Quay. Phase B includes a pier structure, breakwater and marina proposed to be located immediately south of Spadina Quay. However, no plans or details respecting Phase B were submitted. In addition, in a letter dated December 9, 1981, Harbourfront advised that approval for Phase B would not be pursued as part of the Spadina Quay Sub-Area Plan, and that Phase A should be considered a complete sub-area plan submission. Therefore, the proposed Spadina Quay Sub-Area Plan consists of Phase A of the submission only.

The site plan proposed for the Spadina Sub-Area is most clearly shown on Map 3b "Open Space" and Map 5 "Building Envelopes" contained in Appendix M of this report. The major structuring elements of the proposed site plan are public streets and open spaces, including a continuous water's edge promendade along the edges of the unfilled portion of Spadina Slip and Toronto Bay.

The proposed street system includes the extension of Spadina Avenue across the existing alignment of Queens Quay and along the western edge of the portion of Spadina Slip which is being filled, to terminate in a westerly extension of Queens Quay West. The Queens Quay West extension is the main east-west axis of the sub-area, and it is linked to the existing Queens Quay West by a temporary north-south connection located east of the building at 417 Queens Quay West.

Building parcels and open spaces are proposed to be strategically located in relation to the proposed street system, with the primary open space, tentatively known as Spadina Gardens, to be located south of the Queens Quay extension and adjacent to the water's edge promenade.

The second major open space is a paved square proposed to be created on the filled portion of Spadina Slip between the building at 417 Queens Quay West and the proposed southerly extension of Spadina Avenue. The sub-area plan also proposes an extensive system of arcades and wide sidewalks in order to provide generous spaces for pedestrians throughout the sub-area.

Two existing buildings are to be retained in their entirety, Le Centre Francophone and the office building at 417 Queens Quay West, which contains Harbourfront's offices. The major spatial and structural elements of the western portion of the Produce Building are to be renovated and incorporated into the development of parcel a. The Falaise, the Foundary structure and the F and N Yachts building will not be retained.

As shown on the second page of Table 2, the sub-area plan proposes the construction of approximately 91 500 square metres of gross floor area in the sub-area, including a 5 000 square metre bonus for the provision of Community Services and Facilities. Approximately 61 500 square metres of this gross floor area will be for residential purposes. The Harbourfront Zoning By-law does not include requirements for a maximum number of dwelling units. However, the Sub-Area Plan proposes 393 units for the sub-area. No assisted housing is proposed.

Parking and loading facilities are to be provided in accordance with the Harbourfront Zoning By-law, including the restriction on the provision of parking facilities at grade south of Queens Quay. A recreational parking strategy is also proposed in order to provide for public parking demand above the minimum requirements of the Zoning By-law.

In general, the sub-area Plan appears to be substantially in conformity with the Harbourfront Zoning By-law, and except for matters related to dedicateable open space, discussed in Section 4.5 below, it appears to conform to the Harbourfront Part II Official Plan.

The main text of the sub-area plan is organized in 20 sections, corresponding to the specific sub-area plan requirements set out in the Master Agreement. These 20 sections are briefy reviewed below. Comments received and any amendments recommended by myself or by others to whom the proposed sub-area plan was circulated are dealt with in the course of this review. The recommended amendments to the proposed sub-area plan are summarized in Section 5.

4. Review of Specific Provisions of the Proposed Sub-Area Plan

4.1 Introduction

The Introduction to the proposed sub-area plan contains only a very general and brief description of the nature of the plan. Nevertheless, it raises two points which require clarification.

First, although the Introduction states that the main rail lead will eventually be removed or relocated to an alignment immediately south of the Lake Shore Boulevard right-of-way, the Toronto Harbour Commissioners, in their letter contained in Appendix D, refer to a proposed joint study with Harbourfront of the Waterfront railway network, and caution against reviewing the sub-area plan based on the assumption that the main rail lead will eventually be removed or relocated as described in the Introduction. This caution has been taken into account in this review of the draft sub-area plan, particularly as it relates to redevelopment potential of parcel g.

Second, the last sentence in the Introduction states that the sub-area plan "is in conformity to the Official Plan and Zoning By-law for Harbourfront (as amended) and the Master Agreement." With the exception of those portions dealing with parkland to be dedicated, this statement appears to be accurate. However, to avoid any doubt, it seems reasonable to reword this sentence to indicate that the sub-area plan is intended to be in conformity with the Official Plan, Zoning By-law and Master Agreement. An amendment to this effect is included in Section 5 of this report.

4.2 Boundaries of the Sub-Area (Section 2.1 of the Draft Sub-Area Plan)

The proposed sub-area as shown on Map 1b in Appendix M, includes approximately 30 % of Mixed Use Area C - Maple Leaf Quay, and approximately 50% of Mixed Use Area D - Spadina Quay. It is defined to the west by the eastern limit of the right of way proposed to accommodate an extension of Portland Street, and to the east by the eastern limits of two parcels, f (417 Queens Quay West) and e from Mixed Use Area C - Maple Leaf Quays. These two parcels are appropriately included in the sub-area in order to facilitate co-ordinated development of both sides of Spadina Slip. Inclusion of these two parcels also makes it possible to address the treatment of the open space to be created on the filled portion of Spadina Slip in the context of development to either side of it.

In accordance with the requirements of the Harbourfront Master Agreement, Harbourfront has divided the remaining portions of Mixed Use Areas C and D into development parcels and has indicated how the development potential remaining in these areas after the development of the Spadina Quay sub-area could be reasonably accommodated. The allocation of uses and densities proposed for the remaining parcels is summarized in Table 2, contained in Appendix M of this report. Table 6, also in Appendix M, summarizes the housing scenarios for all of the five mixed use areas in Harbourfront. In addition, Harbourfront has submitted massing studies showing possible development scenarios for parcels g and j, which are immediately adjacent to the sub-area.

In general, the boundaries of the sub-area are satisfactory, and it appears that the development potential remaining in Mixed Use Areas C and D can be accommodated in a manner generally consistent with the Part II Plan. My only major concern is that the quota of assisted housing proposed for Mixed Use Area D - Spadina Quay in the Harbourfront Part II Official Plan is not included in the sub-area. This concern is discussed in more detail in Section 4.12 below.

4.3 Location of Streets, Buildings and Development Parcels; Existing Streets and Roadways; and Connections with Public Streets; and Municipal Services (Sections 2.2-2.4 of the Draft Sub-Area Plan)

The following inter-related issues have been raised with respect to these sections of the sub-area plan:

a) the exact alignment of the proposed extension of Queens Quay West at the northwest corner of Spadina Gardens (the "jog" issue);

b) the elimination of a north-south street between parcels a and b to connect the Queens Quay West extension with Lakeshore Boulevard, as originally proposed by Harbourfront;

c) the extension of Portland Street into Harbourfront;

d) the reservation of a rapid transit corridor through the sub-area in accordance with the provisions of Section 7.2.2 of the Harbourfront Official Plan and the draft agreement between Harbourfront, the City and Metro, which was approved in principle by Council on November 5, 1981; and

e) the proposed closing of a portion of the existing alignment of Queens Quay Qest and its acquisition by Harbourfront.

a), b), and c) The "jog" issue, the elimination of the proposed north-south connection to Lakeshore Boulevard between parcel a and b, and the Portland Street Extension

The sub-area plan as originally submitted showed a right-angled "jog" in the alignment of the proposed Queens Quay West extension at the northwest corner of Spadina Gardens. The original submission also showed a street extending north from this jog between parcels a and b to connect with Lakeshore Boulevard. The jog and the north-south connecting street which created a T-intersection at the northwest corner of Spadina Gardens, which Harbourfront considered integral to the structure of the site plan, were included in the Transportation Study submission addressed in my report of September 21, 1981. In that report, I recommended that the jog be eased, primarily in order to facilitate transit movements, that the proposed connection to Lakeshore Boulevard from the jog be eliminated, and that a connection between the Queens Quay West extension and Lakeshore Boulevard be provided as an extension of Portland street, rather than further east. Similar recommendations were put forward by Metro Planning, the Toronto Transit Commission and the Public Works Department.

Following extensive discussions, general agreement has been reached among Harbourfront, the City, Metro Planning, Metro Roads and Traffic, and the Toronto Transit Commission regarding the alignment of the proposed Queens Quay extension.

This agreement is reflected in the revised plans included in Appendix M, which correspond to the alignment recommended in the report from the Metropolitan Planning Commissioner adopted by Metro Council on May 11, 1982, as Clause 3 of Report No. 8 of the Economic Development and Planning Committee. (See Appendix H). The only party which has not supported the easing of the jog, as shown in the revised plans, is the Harbourfront Review Committee.

One effect of easing the jog is to reduce the size of Spadina Gardens by approximately 740 square metres. In conjunction with the elimination of the connection to Lake Shore Boulevard between parcels a and b, the easing of the jog also results in a site plan in which building parcels are less exactly defined by public streets. Although I appreciate Harbourfront's concern respecting the impact of these changes on the site plan as originally conceived, I do not think that, from an urban design point of view, the changes are altogether detrimental. In addition, as noted in my Steptember 21, 1981 report on the Harbourfront Transporation Plan, the easing of the jog is desirable from a traffic management point of view, particularly in relation to facilitating transit movements.

The revised maps submitted by Harbourfront and included in Appendix M, adequately reflect the agreement reached on items a, b and c, above. However, in recommendation 1(d) of his letter of January 5, the Commissioner of Public Works recommends specific amendments to the text of Section 2.4 of the draft sub-area plan. These are set out in Section 5 of this report. If the recommended alignment of the proposed Queens Quay West extension in the area of the "jog" is approved by Council, the Ontario Municipal Board should be requested to modify and approve the portion of the Harbourfront Part II Official Plan respecting which the Board reserved its decision. If the recommended alignment is not approved, the Board must be spoken to for further directions concerning a hearing on this matter.

(d) protection of a rapid transit corridor through the sub-area

As noted in the April 2, 1982, report from the Metropolitan Commissioner of Planning, contained in Appendix H of this report, the proposed location of building parcels in the sub-area does not intrude on the rapid transit corridor, which Metro and the Toronto Transit Commission sihe to protect. The portion of this corridor located in the sub-area runs through the old alignment of Queens Quay West, north of the building at 417 Queens Quay West, and between parcels a, b and c and Lake Shore Boulevard West. Therefore, no changes are required to the sub-area plan in order to accommodate the requirements of Section 7.2.2 of the Harbourfront Part II Plan and the three party agreement between the City, Harbourfront and Metro.

(e) proposed closing of a portion of the existing alignment of Queens Quay West and its acquisition by Harbourfront

Section 2.4 states that Harbourfront is proposing, via the sub-area plan submission, that the portion of Queens Quay West between the new Spadina Avenue extension and the temporary connection to the proposed Queens Quay West extension be closed and acquired by Harbourfront from the City. As noted in Section 2.4, this would amount to a lands exchange since Harbourfront, in accordance with the requirements of the Master Agreement, is proposing to convey to the City the rights-of-way for the Spadina Avenue and Queens Quay West extensions to be dedicated as public highways.

In my September 21, 1981 report on the Harbourfront Transportation Plan, I noted that I had no objection to such a proposed exchange. Similarly, in his letter of January 5, 1982, (Appendix E in this report) the Commissioner of Public Works states that "the proposed closing and conveyancing of a portion of Queens Quay West, between Spadina Avenue and the proposed temporary connection to the Queens Quay West Extension is satisfactory provided it is processed in accordance with the requirements of the Municipal Act."

In Section 2.6 of the sub-area plan submission, Harbourfront proposes to landscape the closed right-of-way in conjunction with the filled portion of Spadina Slip, and to offer it back to the City as land to be dedicated as public parkland.

The problems related to the issue of open spaces to be offered for dedication are discussed in Section 4.5 below. In addition, the TTC has indicated this right-of-way as an area to be protected for its proposed rapid transit corridor. Finally, Harbourfront has indicated in recent discussions that the right-of-way, or a portion of it, may be used for a bus loop, and therefore Harbourfront may not pursue closing it, as proposed in Section 2.4 of the sub-area plan submission.

In view of the lack of clarity about this right-of-way, and its relevance to the matter of public parkland, I am recommending that its use be addressed in the separate open space report referred to in Section 4.5 below.

4.4 Municipal Services (Section 2.5 of the Draft Sub-Area Plan)

Existing and proposed municipal services are shown on Map 2b in Appendix M of this report. Certain environmental considerations have been raised by the Ministry of the Environment which relate, in part, to the proposed servicing system. These are discussed in Section 4.14 below. However, both the Commissioner of Public Works and the Ministry of the Environment have indicated that they find the servicing system for Phase A of the proposed sub-area plan satisfactory.

As noted in Section 2.5 set out in the Harbourfront Master Agreement, all new services will be designed and constructed by harbourfront to the satisfaction of the Commissioner of Public Works. All services located in the rights-of-way of new streets or street extensions will be dedicated to the City in conjunction with the conveyance and dedication of the rights-of-way. Sub-surface easements will be given to the City in respect to those services not located in street rights-of-way.

In accordance with Section 6.1 of the Harbourfront Master Agreement, a condition of the approval of any sub-area plan is the execution and registration of a servicing agreement or agreements by Harbourfront with the City. Specific requirements of these servicing agreements, including the conveyance to the City of street rights-of-way and sub-surface easements are set out in Sections 6.1(a)(i) and 6.1(b)(ii). Sections 6.1(a)(ii) and 6.1(b)(ii) also require that an indemnity agreement or agreements be entered into by the Minister of Public Works respecting costs to be incurred by the City should Harbourfront fail to perform its responsibilities as set out in the servicing agreements.

Since the servicing system proposed by Harbourfront is satisfactory to the Commissioner of Public Works, and since the requirements for the related servicing and indemnity agreements are set out in the Master Agreement, it may not be necessary to submit draft agreements to Council prior to their execution and registration. This matter is being discussed with the City Solicitor.However, I am recommending that I be requested to report to the Executive Committee at its meeting of July 28, 1982, regarding the status of these agreements.

4.5 Location and Dimensions of Areas to be Offered for Public Parks and Conceptual Design of Landscaping (Sections 2.6 and 2.7 of the Draft Sub-Area Plan)

As shown on Map 3b included in Appendix M, the three major components of the open space system proposed for the Spadina Sub-Area are:

(i) the public park adjacent to the water's edge and south of the proposed Queens Quay West extension (Spadina Gardens);

(ii) the open space to be created on the filled portion of Spadina Slip, and possibly the adjacent Queens Quay West right-of-way (Spadina Square); and

(iii) the water's edge promenade.

Although I find the proposed system of open spaces satisfactory from a site planning point of view, a number of problems have emerged respecting which open spaces should be offered for dedication and which should be counted as part of the publicly accessible open space which is not offered for dedication.

In particular, Harbourfront, as indicated in Section 5(d) of the May 17th letter contained in Appendix K of this report, is proposing that the open space created on the filled portion of Spadina Slip be counted as part of the of publicly accessible open space which is not to be dedicated as parkland, or alternatively that it be offered for dedication as public parkland.

The departmental position respecting this matter is, first, that Section 4.1 of the Harbourfront Official Plan does not permit land created by filling existing navigable water, including Spadina Slip, to be counted as part of either the open space to be offered for dedication, or the additional lands to be provided as publicly accessible open space; and, second, that the Spadina Square open space on the filled portion of Spadina Slip does not comply with the guidelines for land to be offered for dedication set out in the Official Plan and the Master Agreement. In addition, because of the method used to fill Spadina Slip, it is unlikely that the fill, other than that provided to support the proposed road extensions, will solidify sufficiently to permit landscaping for at least a year.

These matters are discussed in Section 3.2.3 of the March 15th departmental letter to Harbourfront (Appendix J), in Section 5 of Harbourfront's May 17th response (Appendix K), in Section 4 of the Harbourfront Review Committee's letter, and in the June 22, 1982, letter from the Commissioner of Parks and Recreation dated June 22, 1982, (Appendix B).

In addition to the matter of Spadina Square, and the related issue of the portion of the proposed water's edge promenade to be located on the filled portion of Spadina Slip, it should be noted that the issue of how the ownership of the water's edge promenade is to be treated throughout Harbourfront is yet to be finally resolved. Since the portion of the promenade in the Spadina Quay Sub-area should be treated in the same manner as in the rest of Harbourfront, it would be premature to recommend a specific course of action for the Spadina Quay Sub-area at this time. One approach that I am pursuing is the granting to the City of permanent public easement along the water's edge promenade with the maintenance and repair being shouldered by Harbourfront Corporation. The details of my recommended strategy will be outlined in the report to the Executive Committee on July 28, 1982.

In view of the complexity of these matters, and in order to maintain consistency with respect to open space issues throughout Harbourfront, I am recommending that the portions of the draft sub-area plan relating to open space not be approved at this time, but instead that I be requested to report on them, and any related agreements, to the Executive Committee at its meeting of July 28, 1982, in the context of an open space plan for all of Harbourfront. As noted in Section 4.3 above, this additional report should also address the related issue of the future use of the Queens Quay West right-of-way between the proposed Spadina Avenue extension and the temporary connection to the proposed Queens Quay West extension.

4.6 Uses and Densities by Parcel and Compatibility Between Uses (Section 2.8 and 2.18 of the Draft Sub-Area Plan)

The proposed distribution of uses and gross floor area by parcel are set out in Table 2 contained in Appendix M of this report. The proposed development, which will contain a wide variety of non-residential and residential uses and open spaces, appears to conform to the Harbourfront Zoning By-law. No comments or concerns have been expressed in regard to either the proposed distribution of uses and densities, or the compatibility between uses.

4.7 Parking Facilities and Service and Loading Facilities (Sections 2.9 and 2.10 of the Draft Sub-Area Plan)

Parking and loading facilities to meet the requirements of the Harbourfront Zoning By-law are set out in Tables 3 and 4 contained in Appendix M of this report. In addition, Table 3 and Map 4a indicate the quantity and locations of proposed recreational parking, i.e., parking in excess of the minimum by-law requirements. Harbourfront is proposing a total of 735 recreational parking spaces to be located on parcels a and b and in the two areas shown on Map 4a, of which approximately

428 are to replace existing parking which new development will eliminate.

Recommendation 1(c) of the January 5, 1982 letter from the Commissioner of Public Works includes a proposed amendment to Section 2.10 regarding servicing and loading. The exact wording of this amendment is included in Section 5 of this report.

In addition, Recommendation 2 of the Commissioner's January 5th letter requires that Harbourfront provide an analysis, satisfactory to the Commisioner of Public Works, of the anticipated recreational parking requirements for the Spadina Quay Sub-Area. Such an analysis is contained in the letter from Harbourfront to the Commissioner of Public Works, dated May 21, 1982, which is included in Appendix L to this report. The Commissioner has indicated verbally that this analysis is satisfactory.

4.8 Public Transit Service (Section 2.11 of the Draft Sub-Area Plan).

The matter of transit service has already been addressed in the Harbourfront Transportation Study, prepared by DelCan Ltd., and in my two covering reports, which were approved as amended by City Council at its meeting of October 22-23, 1981.

4.9 Building Envelopes Section 2.12 of the Draft Sub-Area Plan.

The proposed building envelopes are designed to meet the design objectives described in Section 2.12 of the proposed sub-area plan and to conform to the height limits set out in the Harbourfront Zoning By-law. These height limits establish a base height of 25 metres, which may be exceeded in certain areas north of Queens Quay, provided that north/south view corridors of specified aggregate lengths are kept open above 25 metres. The by-law also requires that buildings conform to an envelope which limits the height of the portions of buildings located adjacent to the water's edge to 15 metres.

Although Harbourfront was recently granted a variance to increase the 25 metre base height limit by the Committee of Adjustment in order to accommodate 9 storey buildings throughout the sub-area, it is not considered necessary to amend the sub-area plan building envelopes to reflect this variance.

The higher heights premitted is the height flexibility zones in the sub-area are utilized in the Sub-Area Plan to break the approximately 180 metre length of parcel b. As shown on Map

5, this extensive length will also be broken by separating the portion of parcel b south of parcel c (Le Centre Francophone) from the remainder of the parcel.

The Sub-Area Plan also proposes to use increased height on the eastern portion of parcel a. This height will be oriented on a north-south axis, in accordance with the height flexibility zone requirements of the Harbourfront Zoning By-law.

In general, the proposed building envelopes appear to comply with the requirements of the Harbourfront Zoning By-law. I have expressed concern in the past, particularly in conjunction with Harbourfront's application to the Committee of Adjustment for a variance in the 25 metre base height limit, that the development may have an excessively horizontal emphasis, with a consistent height of nine storeys. This development pattern would be inconsistent with the objective which the height flexibility zone approach was intended to promote: i.e., a base height of 6-8 storeys, broken in appropriate locations by towers. The use of a variety of heights with vertical as well as horizontal emphasis was intended to create a building scale consistent with the restrictions imposed by the site, and to promote variety in terms of building height and form, while maintaining design cohesion throughout the site. This approach, however, seems to differ from Harbourfront's general design objective of using building facades and open spaces to create "outdoor rooms".

The only way to amend the sub-area plan to help achieve these departmental objectives would be to reduce the 25 metre base height limit in particular locations. I recognize, however, that the differences between the departmental objectives and those pursued by Harbourfront can be considered differences of taste and design philosphy. In addition, I realize that attempts to alter the basic design approach at this time could have an onerous financial impact on Harbourfront, in view of the fact that it has already chosen particular development proposals for the sub-area, and that these have already been altered somewhat to conform to the Harbourfront Zoning By-law, as recently varied by the Committee of Adjustment. I am therefore not recommending changes to the building envelopes contained in the draft sub-area plan.

4.10 Pedestrian Circulation Systems (Section 2.13 of the Draft Sub-Area Plan)

The proposed pedestrian circulation system, as indicated on Map 7, consists of three elements: open space, including an extensive water's edge promenade; sidewalks; and an extensive system of arcades and walkways. The system is satisfactory, and particularly appropriate in view of the waterfront location and climatic constraints of the site. The arcade system will be reviewed in greater detail with the context of development review pursuant to Section 40 of the Planning Act.

4.11 Recreation Space (Section 2.14 of the Draft Sub-Area Plan)

The recreation space proposed appears to be in conformity with the requirements of the Harbourfront Zoning By-law, and will be reviewed in greater detail in the context of development review, pursuant to Section 40 of the Planning Act.

4.12 Community Services and Facilities (Section 2.15 of the Draft Sub-Area Plan)

Harbourfront will retain the existing community facility on the site, Le Centre Francophone, and will be providing additional floor space which will qualify for the Community Services and Facilities density bonus provided for in the Harbourfront Zoning By-law. Most of this additional floor area will be in the form of a multi-purpose hall to be operated by Harbourfront for programming purposes, in much the same manner as the Brigantine Room in York Quay Centre. This proposed use is satisfactory.

Both the Metropolitan Toronto Separate School Board, in its written response included in Appendix C, and the Toronto Board of Education, in a verbal response, have indicated concern over the absence of any reference in the sub-area plan to facilities to serve school age children. Although it is not anticipated that the development will include a large number of children, I find the proposal from the Toronto Board of Education that the developer of any site containing school age children enter into an agreement to pay the transportation costs of sending children in the development to a designated school to be a reasonable one. This approach was taken with the Harbour Square development, and I am recommending that Section 2.15 of the draft sub-area plan be amended to provide for a similar agreement or agreements with respect to school age children in the Spadina Quay Sub-Area.

4.13 Housing Goals (Section 2.16 of the Draft Sub-Area Plan)

The Harbourfront Part II Official Plan includes overall goals for all of Harbourfront respecting unit size, family housing and assisted housing. No specific housing goals are set out for Mixed Use Area C - Maple Leaf Quays or Mixed Use Area D - Spadina Quay, except with respect to assisted housing.

No family housing is proposed in the Spadina Quay sub-area, but the statement contained in Section 2.16 that a minimum of 35% of the units provided in the sub-area will have two or more bedrooms indicates that development of the sub-area will contribute to the realization of the overall goal, contained in Section 3.4 (ii) of the Part II Plan, that 35% of all units in Harbourfront should have two or more bedrooms. The mix of units currently proposed for the sub-area is summarized in Table 5, which sets out the number and type of unit by parcel for the purpose of calculating recreation space requirements.

All of the units proposed for the sub-area are to be condominium, and, as noted in Section 4.2 above, a major concern with the draft sub-area plan is the absence of any assisted housing. In particular, I am concerned that only two sites remain on which the quota of assisted housing for Mixed Use Area D - Spadina Quay, could be accommodated. (As shown on Table 6 in Appendix M, the quota for Mixed Use Area D is 155 units). These two sites are parcel h, on which the proposed pier is to be constructed, and parcel g.

Given the expense of constructing housing on the pier, it is highly unlikely that parcel h could possibly be used for assisted housing. This leaves only parcel g, which already contains an existing rail lead, which Harbourfront has indicated will stay for the longer term, and which the Toronto Harbour Commissioners, in their letter contained in Appendix D, have suggested could possibly stay indefinitely. The development of parcel g will also be constrained by the proposed extension of Portland Street, and possibly by the protection of a rapid transit corridor in accordance with Section 7.2.2 of the Part II Plan and the three party agreement between the City, Harbourfront and Metro.

The massing studies submitted by Harbourfront for parcel g indicate that the site could be developed to accommodate up to 155 units with an average size of 80 square metres, even if the main rail lead, which runs through the site, were to remain. If these units were assisted, their construction on parcel g would satisfy the Official Plan assisted housing goal for Mixed Use Area D - Spadina Quay. My reservations about this proposed use of parcel g are, first, that Metro Planning and the Toronto Transit Commission have indicated their desire to protect a rapid transit corridor on parcel g, and, second, that the constraints imposed by the main rail lead and the proposed Portland Street extension could require solutions which are too costly to quality for assisted housing.

In order to help ensure that parcel g is ultimately developed to accommodate the assisted housing requirement for Spadina Quay, I am recommending that:

(i) no development proposal for parcel g be considered by Council which does not include the quota of assisted housing called for in Mixed Use Area D - Spadina Quay in the Harbourfront Part I Official Plan; and

(ii) that City Council advise the General Manager of the Toronto Transit Commission and the Metropolitan Commissioner of Planning that it opposes the protection of a rapid transit corridor through parcel g, which would preclude the construction of up to 155 units of assisted housing south of the rail lead.

4.14 Environmental Goals (Section 2.17 of the Draft Sub-Area Plan)

The following issues have been raised with respect to this section of the draft sub-area plan:

(i) recommendations from the Commissioner of Public Works respecting noise impact statements;

(ii) the need for phytotoxicological soil testing throughout the sub-area;

(iii) the effects of construction of a pier, breakwater and marina off Spadina Quay; and

(iv) the effect on water quality in the Inner Harbour of oil run-off from the CN rail yards.

(i) Noise impact statements

In his letter of January 5, 1982, as amended by his letter of June 21, both of which are contained in Appendix E of this report, the Commissioner of Public Works has recommended an amendment to the draft sub-area plan, respecting the submission of separate noise impact statements in conjunction with each application for development review. The wording of this amendment is set out in Section 5 of this report.

The overall noise impact statement contained in Appendix II of the draft sub-area plan is, as noted in the Commissioner's January 5, 1982, letter, satisfactory.

(ii) Phytotoxicological soil testing

Harbourfront has indicated that phytotoxicological testing of the soil in the sub-area will not be limited to the primary public park, but will cover any area where residents or the public will be exposed to existing soil conditions. Section 5 of this report sets out an amendment to this effect.

(iii) Effects of constructing a pier, breakwater and marina south of Spadina Quay

As set out in Section 3 of their letter, contained in Appendix D, the Toronto Harbour Commissioners are currently opposed to the alteration of the existing Harbour headline which would be required to permit the construction of a breakwater and pier, although they indicate a willingness to consider further submissions dealing with the pier and marina proposal.

The Harbour Commissioners also note, in regard to the possible development of a pier structure, in Section 5(4) of their letter, that they "would require to be indemnified against any additional costs incurred in maintaining navigation depths at Canada Malting's berth as a result of additional deposits of silt and debris from (The Garrison Creek storm) sewers occasioned by the development in this area".

The Commissioner of Public Works agrees with Harbourfront Corporation's observation in Section 1(iii) of their May 17th letter, that there is no evidence to suggest that development of the pier will result in such deposits. However, should this not be the case, the Commissioner is of the view that Harbourfront and not the City should be responsible for indemnifying the Harbour Commissioners.

In addition to the present opposition expressed by the Harbour Commissioners, the Ministry of the Environment has also indicated concerns respecting the possible construction of a pier and breakwater. Their primary concern, as set out in their letter in Appendix G, is that the construction of the pier will result in further degradation of the water quality in the area of the Inner Harbour where water quality is already quite low. In particular, representatives of the Ministry have expressed concern that the construction of a pier with a solid base would prohibit water flow underneath.

Harbourfront should be requested to take the foregoing concerns into account in preparing a sub-area plan submission for development of a pier, marine and breakwater.

(iv) Effect on water quality of oil run-off from the CN rail yards

As indicated in the letter contained in Appendix G, the Ministry of the Environment agrees with the conclusion reached by McLaren Engineers, Planners and Scientists, Inc., Harbourfront's consultant with respect to storm water and other services, that one of the chief causes of degraded water quality is the Spadina Quay portion of the Inner Harbour is oil run-off from the CN rail yards. The Ministry also agrees that it is not feasible to propose that Harbourfront solve this problem by installing an oil/water separator at the Spadina Avenue outfall. Instead, both the Ministry and the consultant, as well as the Commisisoner of Public Works, have recommended that the problem would be most effectively dealt with at the source - the CN rail yards. I have therefore included a recommendation that, in consultation with the Ministry of the Environment and the Commissioner of Public Works, I be requested to pursue measures to reduce oil run-off into the Innner Harbour from the CN yards.

4.15 Peak Hour Traffic Generation (Section 2.19 of the Draft Sub-Area Plan)

This matter has already been addressed in the Harbourfront Transportation Study, as amended and approved by Council on October 22 and 23, 1981.

4.16 Existing Gross Floor Areas (Section 2.20 of the Draft Sub-Area Plan)

This section is satisfactory.

5. Summary of Recommended Amendments to the Draft Sub-Area Plan

5.1 Introduction - as recommended in Section 4.1 of this report

The first sentence in the last paragraph in the Introduction to the proposed sub-area plan should be deleted and replaced with the following:

> "This Sub-Area Plan has been developed to conform to the Official Plan and Zoning By-law for Harbourfront (as amended) and the Master Agreement."

5.2 Section 2.4 - as recommended by the Commissioner of Public Works

The following fourth connection with existing public streets should be added to Section 2.4 "Connections with Public Streets":

"iv) A roadway within the Portland Street Extension right-of-way connecting the Queens Quay West Extension with Lake Shore Boulevard West and providing a right-turns-in/right-turns-out only connection to Lake Shore Boulevard."

5.3 Section 2.5 - as recommended by the Commissioner of Public Works

The following statement should be added to the last paragraph of Section 2.5, "Municipal Services":

> "All foundation drains and storm drainage from any below grade areas shall be pumped to the storm sewer system. All sanitary drainage from areas below grade shall be pumped to the sanitary sewer system."

5.4 Section 2.10 - as recommended by the Commissioner of Public Works

Section 2.10 "Service and Loading Facilities" should be amended by adding the following after its last paragraph:

> "Each development containing residential units will provide for the compactor container method of gargage handling and disposal. This will include the provision and maintenance of a compactor unit in a garbage room in each building, space to store the garbage containers until collection day and a modified Type B loading spoace where collection will actually take place. Access must be designed so that garbage trucks can enter the site, empty the

garbage containers and then drive out onto the street in a forward motion.

Each application for Development Review pursuant to Section 40 of the Planning Act will include detailed plans showing the proposed refuse handling and storage facilties."

5.5 Section 2.15 - as verbally recommended by the Toronto Board of Education

Section 2.15 "Community Services and Facilities should be amended by adding after the last paragraph the following:

"In view of the absence of schools in the Harbourfront Development, Harbourfront Corporation will endeavor to ensure that any developer of a residential building or buildings containing school age children will enter into an approriate agreement to provide for the costs of transporting the school age children to a designated school."

5.6 Section 2.17 - as recommended by the Commissioner of Public Works

Section 2.17 "Environmental Goals" should be amended to add the following additional paragraph to subsection (a):

"A separate Noise Impact Statement will be submitted for each proposed development within the sub-area co-incident with the submission of plans for such developments for the approval of City Council pursuant to Section 40 of the Planning Act, such separate Noise Impact Statements to be evaluated in the context of the overall Noise Impact Statement forming part of the sub-area plan, and on the assumption that the entire development in Spadina Quay - Phase A is completed. Harbourfront acknowledges that City Council may not approve such plans until a Noise Impact Statement for the proposed development has been submitted in accordance with City Council's requirements.

5.7 Section 2.17 - as recommended by the Commissioner of Planning and Development

Section 2.17 "Environmental Goals" should be amended to delete the existing third paragraph is sub-section (d) and to replace it with the following:

> "Phytotoxicological testing of the soil in all parts of the sub-area to which residents or visitors will have access will be undertaken under the supervision of the Ministry of the Environment, and the results and the Ministry's analysis forwarded to the Commissioner of Planning and Development."

6. Summary of Major Issues and Conclusion

This report has reviewed the proposed Spadina Quay Sub-Area Plan submitted by Harbourfront on October 6, 1981, in the context of the Harbourfront Master Agreement, Part I Official Plan and Zoning By-law, as well as the comments received from those agencies and officials to whom it was circulated.

The major concerns identified with the original sub-area plan submission involve the proposed construction of a pier, breakwater and marina south of the Spadina Quay (Phase B of the original submission); the question of the exact alignment of the proposed extension to Queens Quay West in the sub-area (the "jog" issue); the question of which open spaces are to be offered for dedication as public parkland, and the absence of assisted housing in the sub-area.

The matter of the proposed pier, marina and breakwater (Phase B of the original submission) has been dealt with, for the time being, by excluding these elements from the present sub-area plan submission. That is, the sub-area plan now consists of Phase A of the original submission only.

The "jog" issue was resolved in the course of the review, and the maps originally submitted have been revised to reflect this resolution, which is satisfactory to myself, the Commissioner of Public Works, the Metropolitan Commissioners of Planning and Roads and Traffic, and the General Manager of the Toronto Transit Commission. Once approved by Council, the Ontario Municipal Board should be advised of this resolution and requested to modify and approve that portion of the Harbourfront Part II Official Plan in respect of which its decision was reserved.

In regard to the issue of open space, this report concludes that the overall distribution of open spaces in the sub-area is satisfactory, but that the portions of the proposed sub-area plan which deal with open space, including those Harbourfront has proposed be offered for dedication, should be addressed in a further report to the Executive Committee for its meeting of July 28, 1982.

Recommendations are also included in the report which are intended to ensure that the quota of assisted housing for Mixed Use Area D - Spadina Quay is provided in the future.

The recommended amendments to the sub-area plan submission are summarized in Section 5 of this report, and the conditions to the approval of the sub-area plan, as so amended, are set out in the recommendations below.

In general, with the exception of those portions related to public parkland, which I think can be resolved, the sub-area plan appears to conform to the Harbourfront Part II Official Plan and Zoning By-law, and, subject to those conditions set out in the recommendations below, I am recommending that it be approved.

In general, I find the sub-area plan to be quite satisfactory. Its implementation will mark an exciting and important step in the development of Harbourfront and in the realization of planning objectives for the City's Central Waterfront as a whole.

7. Recommendations:

1. That the proposed Spadina Quay Sub-Area Plan be defined as consisting of Phase A only of the sub-area plan submission by Harbourfront to the Commissioner of Planning and Development dated October 6, 1981.

2. That the text of the proposed Spadina Quay Sub-Area Plan, as submitted and defined in Recommendation No. 1 above, which is included in Appendix A of this report, be amended as set out in Section 5 of this report.

3. That the text of the proposed Spadina Quay Sub-Area Plan, as so amended, and the revised tables and maps contained in Appendix M of this report, with the exception of Section 2.6, Table 1 and Map 3a, be approved, subject to the following:

   (i) the issuance of the Ontario Municipal Board orders approving the Harbourfront Part II Official Plan and Zoning By-law;

   (ii) the execution and registration against title to lands within the sub-area of servicing and related agreements, as required by Section 6.1 of the Harbourfront Master Agreement; and

(iii) the execution and registration against title to lands within the sub-area of agreements respecting open space to be offered for dedication as public parkland, as required by Section 7.1 of the Harbourfront Master Agreement.

4. That where the text of the Spadina Quay Sub-Area Plan and the tables and maps which form part of the sub-area plan differ, the tables and maps should prevail.

5. That I be requested to report to the Executive Committee at its meeting of July 28, 1982, respecting:

(i) the areas to be offered for dedication as public parkland in the Spadina Quay Sub-Area, in the context of an overall-open space plan for Harbourfront;

(ii) the provisions to be included in agreements required by Section 7.1 of the Harbourfront Master Agreement respecting land to be offered for dedication on public parkland, as well as any other agreements respecting open space, including the water's edge promenade, considered necessary; and

(iii) the proposed closing and acquisition by Harbourfront of existing alignments of Queens Quay West, located between the proposed Spadina Avenue extension and the temporary connection to Queens Quay West from the proposed Queens Quay West extension.

6. That no development for parcel g, as defined in the Spadina Quay Sub-Area Plan, be considered by Council which does not include the quota of assisted housing called for in Mixed Use Area D - Spadina Quay in the Harbourfront Part II Official Plan.

7. That the Metropolitan Commissioner of Planning and the General Manager of the Toronto Transit Commission be advised that City Council opposes the protection of a rapid transit corridor through parcel g, as defined in the Spadina Quay Sub-Area Plan, which would preclude the construction of up to 155 units of assisted housing on the portion of parcel g located south of the existing rail lead.

8. That, in consultation with the Commissioner of Public Works and the Ministry of the Environment, I be requested to identify and recommend steps to be undertaken to improve the impact of oil run-off from the CN rail yards on water quality in the Inner Harbour, particularly in the area south of Spadina Quay.

9. That I be requested to report, in consultation with the City Solicitor, to the Executive Committee at its meeting on July 28, 1982, on the timing of the servicing and related agreements referred to in Recommendation 3(ii) above.

10. That the City's special counsel be requested to request the Ontario Municipal Board to modify and approve that portion of the Harbourfront Part II Official Plan in respect of which the Board's decision was reserved to conform to the alignment shown on Map 4b contained in Appendix M of this report.

11. That in developing a sub-area plan which includes the area referred to as Phase B in Harbourfront's proposed Spadina Quay Sub-area Plan, Harbourfront be requested to take into account and specifically address the concerns raised by the Toronto Harbour Commissioners in their letter dated December 18, 1981, which is included in Appendix D of this report, and the concerns raised by the Minstry of the Environment in their letter dated April 6, 1982, which is included in Appendix G of this report.

Stephen G. McLaughlin
Commissioner

EP/tc
Attachments

APPENDIX "A"

Main Text and Appendix II (Open Space Design Concept)
of the Proposed Spadina Quay Sub-Area Plan
Submitted by Harbourfront on October 6, 1981

SPADINA QUAY SUB-AREA PLAN, PHASE A

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SPADINA QUAY SUB-AREA PLAN, PHASE A

1. INTRODUCTION

The Spadina Quay Sub-area Plan submission is the second Sub-area Plan prepared by Harbourfront Corporation pursuant to the Master Agreement between the Corporation and the City of Toronto. Unlike the first Sub-area Plan (the Terminal Warehouse sub-area) it is typical of future submissions in that the boundaries of the area were not established in the Master Agreement and that it deals primarily with new developments as opposed to the redevelopment of an existing building.

This Sub-area Plan, Phase A, covers an area that contains parts of two areas in the Official Plan, Spadina Quay Mixed-use Area D and Maple Leaf Quays Mixed-use Area C. The area includes part of the Maple Leaf Quays in order to indicate the proposed resolution of the intersection of Queen's Quay West with Spadina Avenue and its extension, as well as to permit the development of both sides of the Spadina Slip. Phase B of this Sub-area Plan focusses on the development of a breakwater and marina immediately south of the boundaries of Phase A.

The basic configuration of the marina and pier development has now been developed. This Sub-area Plan has been prepared on the basis that a marina and associated breakwater will be developed, and therefore Phase A of the Sub-area Plan should be reviewed in that light. In that respect, the configuration of the breakwater, marina and pier structure is indicated on Plans 1(b), 2(b), 5 and 6 and its projected uses and gross floor areas are allocated in Section 2.8 and Table 2. Phase A of the Sub-area Plan, therefore, constitutes a complete Sub-area Plan submission as defined in the Master Agreement. It can be reviewed separately and prior to the submission of the Phase B plan. In the event that the Toronto Harbour Commissioners approval for the marina is forthcoming in the near future, it is contemplated that the City could approve both Phases of the Spadina Sub-area Plan at the same time.

The Master Agreement requires that a Road Concept Plan be submitted either prior to or contemporaneously with the first Sub-area Plan, other than the Terminal Warehouse Sub-area Plan. Such a road concept plan has been submitted and for ease of reference, ten copies are included with this submission and referenced in this text as Appendix I.

Finally, the plan assumes that the main rail lead will remain in its present location for the short and medium term but that eventually it will either be removed or relocated to an alignment immediately south of the Lakeshore Boulevard right-of-way. Only one level crossing of the rail lead is indicated, along the north-south private roadway connecting Lakeshore Boulevard and the Queen's Quay Extension. A private level crossing presently exists along the existing private roadway located immediately to the west of the alignment of the proposed new private roadway.

This Sub-area Plan is in conformity to the Official Plan and Zoning By-law for Harbourfront (as amended) and the Master Agreement. The following sections detail the nature of the Sub-area Plan, using as a framework the items listed in Section 4.1(a) of the Master Agreement.

2. SPADINA QUAY SUB-AREA PLAN: TEXT

2.1 SUB-AREA PLAN BOUNDARIES

The location of the Spadina Quay Sub-area Plan within the context of Harbourfront and adjacent lands is indicated on Plan 1a and the boundaries of Phase I of the Sub-area Plan are indicated on Plan 1b. The sub-area boundaries are defined by the Harbourfront lands' property line along Lakeshore Boulevard West and the northern boundary of the Queen's Quay West right-of-way to the north, the line defined by the lakeside face of the seawall (the Harbour Headline) to the south, the east boundary of the proposed Portland Street extension right-of-way to the west and a line coincident with the east boundary of the right-of-way for the proposed temporary connection to the existing Queen's Quay West and coincident with the east boundary of Parcel E to the east.

The total area included in Phase A of the sub-area is approximately 67,687 square metres, comprising approximately 20.1 percent of Official Plan Mixed-use Area C, Maple Leaf Quays and approximately 49.3 percent of Official Plan Mixed-use Area D, Spadina Quay. The net land areas, excluding the existing area of Spadina Avenue Slip, is approximately 58,587 square metres. The boundaries for Phase A of the Sub-area Plan were selected in order to permit the development of an urban design concept focusing on the creation of a coherent scheme for development parcels on both sides of Spadina Avenue Slip and the three parcels on Spadina Quay defining the primary public space of the park. The boundaries of

Phase B of the Sub-area Plan will focus on the breakwater and marina which occupy the area immediately south of the area described for Phase A.

Given that Phase A of the Sub-area Plan encompasses portions of the areas of Spadina Quay, a description of the remaining development potential for the balance of those areas, together with a detailed explanation of how it may be accommodated in a manner consistent with the Official Plan, the Zoning By-law and the Master Agreement, is included in the relevant following sections of this document. For ease of reference, the balance of those areas have been subdivided into hypothetical parcel areas and designated as Parcels G, H, J, K, L and M as indicated on Plan 1b.

The parcel defining the western edge of the park, Parcel A, includes the Produce Building together with proposed new development on the parcel. The establishment of the sub-area boundary in this location permits the flexibility for several development options for Parcel G and Parcel H to remain open. Development of Parcel G, west of the proposed Portland Street extension right-of-way can be accommodated in a number of ways depending on the resolution of issues related to the main rail lead and to the ultimate alignment of the proposed Portland Street extension.

East of the sub-area, the remainder of Maple Leaf Quay West will be divided into two development parcels, Parcels J and K, separated by the proposed right-of-way reserved for the future extension of Queens Quay West to the south of its present alignment as indicated in the Road Concept Submission.

Similarly, the Maple Leaf Quay East will be divided into a minimum of two development parcels, Parcels L and M, separated by the right-of-way of the realigned Queen's Quay West. The timing of the development of these two parcels is contingent on the schedule for the removal of the Maple Leaf Mills industrial use.

The Sub-area Plan includes the main rail lead and all areas to the north and indicates them as parts of development Parcels A, B, and B.

2.2 LOCATION OF STREETS, BUILDINGS AND DEVELOPMENT PARCELS

Plan 2a presents the basic site plan indicating the existing buildings to be retained, the proposed parcels for new development and the proposed streets. A detailed description of the dimensional alignment, functioning and detailed operational design of this street system is in the Transportation Study - Road Concept Submission.

The existing office building at 417 Queen's Quay West is to remain and its present use is to continue. The lot on which the building is to be located is indicated as Parcel F on Plan 2a. The lot area is approximately 1,840 square metres. The existing building at 435 Queen's Quay West, Le Centre Francophone, is to remain and its present use as a community centre is to continue. The lot on which the building is located is indicated as Parcel C on Plan 2a. The lot area is approximately 1,947 square metres.

The westerly portion of the Produce Building at 431 Lakeshore Boulevard West is to remain and is to be renovated as part of the proposed development of this area. The building is currently vacant. It was formerly used as a storage warehouse for produce. The lot on which the building is located along with new development (see Section 2.8) is indicated as Parcel A on Plan 2a. The lot area is approximately 14,376 square metres.

No other buildings are to remain and no existing uses are to continue other than the recreational uses presently associated with the temporary landscaped water's edge. The light industrial use of F&N Yachts Ltd. will be relocated to a temporary location in another area of Harbourfront.

Parcels B, D and E are intended entirely for new development (see Section 2.8). The lot areas are approximately 9,357 square metres; 3,010 square metres; and 3,648 square metres respectively.

All of the above figures will be confirmed by survey at the time of the Development Review Application.

2.3 EXISTING STREETS AND ROADWAYS

The two private roadways currently located on Spadina Quay will be retained. One of these private roadways provides limited access and egress to Lakeshore Boulevard (eastbound lanes only) in the centre of the site slightly west of the location of the proposed new private roadway connection between the proposed Queen's Quay Extension and Lakeshore Boulevard West. The existing private level crossing will be relocated to serve the alignment of the new private roadway.

The second private roadway provides access and egress from Spadina Quay to Queen's Quay West and Spadina Avenue at their intersection. This roadway is located north of Le Centre Francophone and will be maintained as a temporary roadway until the completion of the Queen's Quay Extension.

2.4 CONNECTIONS WITH PUBLIC STREETS

This Sub-area Plan contemplates several connections with existing public streets. They can be described as follows:

i) The Queen's Quay Extension should connect with Spadina Avenue Extension and Bathurst Street.

ii) A temporary connection between existing Queen's Quay West and the proposed Queen's Quay Extension should be established to the east of 417 Queen's Quay West.

iii) The Queen's Quay Extension should connect to the tentative alignment of the Portland Street Extension.

These proposed connections are indicated on Plan 2a. A description of the precise functioning and the detailed intersection designs of these connections are contained in Appendix I, Harbourfront Transportation Study, Road Concept Submission.

The boundaries of the Sub-area Plan include a portion of the existing Queen's Quay West right-of-way and pursuant to the Road Concept Submission, Harbourfront Corporation is proposing via this Sub-area Plan, the closing of that portion of Queen's Quay West between the new Spadina Avenue Extension right-of-way and the right-of-way of the temporary connection to Queen's Quay West. Furthermore, Harbourfront Corporation is seeking, via this Sub-area Plan, the acquisition from the City of Toronto of the lands comprising that portion of the Queen's Quay West right-of-way in exchange for the conveyance by Harbourfront Corporation to the City of Toronto of the Spadina Avenue and Queen's Quay West Extensions.

2.5 MUNICIPAL SERVICES

Existing and proposed municipal services are indicated on Plan 2b. In reference to Official Plan Section 6.6.1, a detailed description of proposed storm water service is included as Appendix IIIA.

All new services will be designed and constructed by Harbourfront Corporation in accordance with City of Toronto standards and specifications and as appproved by the Commissioner of Public Works. All such services will be dedicated to the City of Toronto in conjunction with the dedication of the proposed new street right-of-ways. Harbourfront also proposes to convey to the City of Toronto a sub-surface easement, between the Lakeshore Boulevard West right-of-way and the right-of-way of the proposed Queeh's Quay West Extension and between Parcels A and B. The precise location and dimensions of this proposed easement are indicated on Plan 2b, Municipal Services.

Any building connections will be carried out by the developers as required, and in accordance with City of Toronto standards and specifications and as approved by the Commissioner of Public Works.

2.6 LOCATION AND DIMENSIONS OF AREAS TO BE OFFERED FOR PUBLIC PARKS

The location and dimensions of areas to be offered for public park purposes within the sub-area are indicated on Plan 3A (location) and Plan 2a (dimensions) for the purpose of Section 7.1(b) of the Master Agreement. Some 3.02 acres are being offered, via this Sub-area Plan, to the City of Toronto for dedication of parkland purposes. This area consists of approximately .93 acres of the Water's Edge Promenade, an approximately 1.74 acre single unit of land centrally located on Spadina Quay and of an approximtely .35 acre single unit of land consisting of a portion of that existing Queen's Quay right-of-way which Harbourfront Corporation is seeking to acquire from the City of Toronto. The latter, when combined and landscaped continguously with the adjacent other publicly accessible open spaces, described below, will result in the creation of an open space that will be perceived as an 1.01 acre single unit park at the head of the Spadina Avenue Slip.

The landscaping and design intentions for the open spaces offered here for dedication are described in Section 2.7.

In addition to the areas offered for dedication for public park purposes, a substantial area qualifies as open space within the meaning of the term in the Official Plan, Section 4.1 and the Master Agreement. Approximately 0.85 acres of boulevard and sidewalk area will be created within the 20 metre right-of-way of the proposed new street system within the sub-area. In addition, a 0.53 acre single unit of land will be created on land fill at the head of the existing Spadina Avenue Slip, bordered by Parcel F on the east, the existing Queen's Quay right-of-way to the north, the Spadina Avenue extension right-of-way to the west and the proposed Queen's Quay extension right-of-way on the south. This area, although consisting of a large enough single unit of land (in excess of 0.33 acres) to be offered for dedication, is excluded from dedication by Official Plan Section 4.1. Nevertheless it will be developed by Harbourfront Corporation as a "public park" and is included in this Sub-area Plan submission in the area calaculations of "other publicly accessible open space". Similarly the approximately 0.12 acre segment of the Water's Edge Promenade across the Spadina Avenue Slip is included in the calculations of "other public accessible open space".

A significant amount of parcel related publicly accessible open space also qualifies as open space under the Official Plan and it is estimated that between 2.45 and 3.45 acres of such space in the form of set-backs, courtyards and other semi-private open spaces will be created where total lot coverage by building is either not possible or not desirable.

This parcel related publicly accessible open space will be primarily composed of the following:

i) approximately 0.30 acre of additional sidewalk and/or boulevard created by the proposed minimum 1.4 metre set-back along all street related parcel frontage as detailed on Plan 3c;

ii) an approximately .95 acre open space on Parcel A in the form of a courtyard tentatively named Produce Square. This courtyard is accessed from the south and east and serves as an open air "foyer" to the renovated Produce Building and adjacent retail areas;

iii) an approximately 0.33 acre open space comprising the remainder of Parcel C, surrounding the existing building at 435 Queen's Quay West and serving as an outdoor area adjacent to the existing Centre Francophone;

iv) an approximately 0.24 acre open space on Parcel E, east of the proposed development and serving as a public pedestrian access to the water's edge from the realigned Queen's Quay West;

v) an approximately 0.13 acre open space on Parcel F to the north and west of the existing building at 417 Queen's Quay West.

The open space on Parcel E is treated in this Sub-area Plan as parcel related other publicly accessible open space, however, Harbourfront Corporation is tentatively planning to combine this space with other space adjacent on Parcel K and create a park of between 0.5 and 0.75 acres.

It is also estimated that between 0.5 and 1.5 acres of parcel related other publicly accessible open space will be created in the form of less formalized areas of landscaping around the ultimate configuration of building perimeters. Such areas are not located on Plan 3a but will be identified at the time of a Development Review Application.

Table I indicates the areas of all types of open space to be provided within this sub-area. These areas will be confirmed by survey. It should be noted that all areas of publicly accessible open space within development parcels will be confirmed when a Development Review submission is made.

Section 7.2(b)(iv) of the Master Agreement requires the provision of a total of between 3.0 and 4.6 acres of land suitable for dedication as public park land to be located on Official Plan Mixed-use Areas, B, C, and D. The land area of the Spadina Quay Sub-area Plan represents approximately 36% of the total land area of Mixed-use Areas B, C, and D. On a pro rated basis, this translates into a requirement of between 1.08 and 1.66 acres of land suitable for dedication as public parkland, exclusive of the Water's Edge, within this sub-area. The proposed 2.09 acre area of such dedicatable open space considerably exceeds this pro rated requirement.

Similarly, in terms of the requirement of Official Plan, Section 4.1, the land area contained in this sub-area represents approximately 18.8% of the Harbourfront Corporation owned lands within the land area of the Official Plan and as such, the total open space proposed (6.97 to 7.97A) represents between 18.8% and 21.5% of the pro rated share of the required 40 acres of open space within the overall Official Plan area.

It should be noted that none of the open spaces described above are for the exclusive use of residents.

This sub-area represents 36% of the total land area of Mixed-use Areas B, C and D while providing 45% to 70% of the requirements for lands suitable for dedication as parkland. It is possible that the amount of sidewalk and boulevard set-back and parcel related open space developed in future site planning will result in the creation of parkland areas in excess of the required balance of 0.91 to 2.51 acres. Thus, the Official Plan and Master Agreement open space requirements will be met, and possibly exceeded on the balance of Mixed-use Areas C and D.

2.7 CONCEPTUAL DESIGN OF LANDSCAPING

The conceptual design of the landscaping proposed for areas to be offered for dedication, the water's edge, the parks, and the streets is indicated on Plans 3b and 3c and is in substantial conformity with the guidelines contained in Schedles "C" and "D" of the Master Agreement. An explanation of the design ideas and rationale for the landscaping proposals is provided in Appendix II.

2.8 USES AND DENSITIES BY PARCELS

Table II indicates the proposed uses and gross floor areas for each parcel within the Spadina Quay Sub-area Plan and for parcels comprising the balance of Mixed-use Areas C and D. Of the total of 106,598 square metres of combined residential and non-residential gross floor area permitted under the Zoning By-law for Spadina Quay, Areas E, E1 and E2, 73,500 square metres of residential and non-residential gross floor area is allocated to the portion of this sub-area that is located within the boundaries of Mixed-use Area D, Spadina Quay. Harbourfront Corporation does not intend, at this time, to acquire the lands comprising Zoning By-law Area E1 and this area is not included within the Sub-area Plan.

Harbourfront Corporation is in the process of acquiring jurisdication over the lands comprising Area E2. However, the Sub-area Plan allocation of 73,500 square metres of gross floor area does not exceed the maximum residential and combined gross floor area permitted in Area E. The area of Zoning By-law Area E is 96 115 square metres. By applying the 0.05 F.S.I. bonus for Community Services and Facilities, 4 805 square metres of additional non-residential floor area can be developed. All of this bonus is allocated to this Sub-area; 733 square metres to Parcel C, the existing Centre Francophone at 435 Queen's Quay West, the remaining 4,072 square metres to be incorporated in the new development on Parcel B.

Of the total 95,150 square metres of combined residential and non-residential gross floor area permitted under the Zoning By-law for Maple Leaf Quays, Areas D and D1, 12,500 square metres of residential and non-residential gross floor area, in addition to the existing 5,500 square metres of gross floor area of the existing office building at 417 Queen's Quay West, is allocated to the portion of this sub-area that is located within the boundaries of Mixed-use Area C, Maple Leaf Quays.

Since Harbourfront Corporation does not have ownership of the lands comprising the Zoning By-law Area D1, that portion of the area located directly north of the sub-area is not included in the Sub-area Plan. All of the 3,040 square metres of gross floor area yielded by the 0.05 F.S.I. bonus for Area D remain unallocated in this Sub-area Plan and will be applied in their entirety to the remaining balance of Mixed Use Area C.

The proposed residential gross floor area includes floor area assigned to shared recreation space as per Zoning By-law 569-80, Section 18, subsection (3).

The proposed residential and non-residential gross floor area does not include any floor area assigned to parking. Harbourfront Corporation does not anticipate any residential or non-residential parking required under Zoning By-law 569-80 to be located above grade (see section 2.9).

The three gross floor area maxima, the maximum residential, maximum non-residential and maximum combined floor areas, for the portions of the sub-area within the boundaries of Mixed-use Areas C and D, as per Table 2, represent absolute constraints on the amount of gross floor area for this sub-area and are important because they represent overall limiting constraints on the flexibility of use and gross floor area for each parcel. The indicated uses and gross floor areas have been proposed to within plus or minus 10 percent of the maximum gross floor area for each individual parcel, however, the aggregate development of all parcels would not be permitted to exceed those use and gross floor area maxima. This flexibility offered by the plus or minus 10 percent range of gross floor area for each parcel individually is of considerable importance in permitting a realistic design development strategy for the Sub-area.

Utilizing the maximum total gross floor area permitted in this sub-area including the floor area bonus for Community Services and Facilities results in an F.S.I. of 1.42 expressed over the entire area included in Phase I of this sub-area, 1.64 expressed over the land area (excluding the area of proposed fill in the Spadina Avenue Slip), and 2.81 expressed over the total net development parcel area.

Utilizing the remaining balance of residential and non-residential floor area as tentatively allocated to the parcels comprising the balance of the area of lands owned by Harbourfront Corporation (including those lands included in Phase II) results in the following Floor Space Indices:

i) 1.2 and 0.59 expressed over the balance of Mixed-use Areas C and D respectively;

ii) 1.63 and 2.16 expresed over the land area of the balance of Mixed-use Areas C and D respectively;

iii) 2.51 and 3.0 expresed over the total net development parcel area on the balance of Mixed-use Areas C and D respectively.

These F.S.I. ranges are generally lower then those proposed for this sub-area within the exception of those for the balance of Mixed-use Area D which appear higher due to the density permitted within the 50 metre height limit on the pier structure. These ranges indicate that the remaining development potential can be confortably accommodated.

2.9 PARKING FACILITIES

The parking facilities to be provided for the uses contained within new development on all parcels will be in accordance with the parking provisions set out in Zoning By-law 569-80. The specific quantities of parking to be required for each parcel are, of course, dependent on the particular mix of uses and gross floor areas that will eventually result for individual parcels. The specific unit mix and net floor areas by use will not be available until a submission for Development Review is made. However, a potential scenario has been developed for the purpose of this Sub-Area Plan. Table 3, Parking Requirements, is based on those assumptions which include assumptions about the number of residential units and unit type mix and non-residential uses and net floor areas.

The parking strategy for the development of this sub-area is to encourage sufficient parking within the boundaries of each parcel to meet the specific demands generated by the uses proposed at the time of construction. The only exceptions will be parking for the existing office uses on Parcel F which will be provided, in the interim, on the surface parking lot immediately to the east, and the non-residential parking demand generated by Parcels D and E which for operational reasons may be consolidated with the non-residential parking on Parcels A and/or B.

Several alternative strategies are under investigation for meeting the public parking demand. Plan 4a, Recreational parking, indicates an immediate, interim solution providing up to 500 parking spaces within 300 metres walking distance from the Sub-area Plan boundaries.

The area marked A provides 250 parking spaces for week-end periods in the Gardiner Expressway/Lakeshore Blvd. corridor on lands leased for a 10-year term from Metropolitan Toronto. Construction of this surface lot commenced in the fall of 1980 and it has been in operation since June 1981.

Area B, with a capacity for 250 cars, is located on Harbourfront lands directly adjacent to the east boundary of the sub-area. This surface lot has been in operation since 1981 and will remain until such time as those lands are developed. The timing for the complete development of this area is to some extent contingent on the schedule for the demolition of the Maple Leaf Mills grain elevators.

With respect to this Sub-area Plan, Harbourfront Corporation will secure the provision of a minimum of 235 recreational parking spaces over and above those required by the Zoning By-law for the non-residential uses. These spaces will be accommodated either on a surface lot in the northern portion of Parcel A, or in those portions of parking structures designated for parking spaces generated by the non-residential uses. These spaces will be accessible to the public at all times the parking facilities are in operation.

At the time Phase II of the Sub-area Plan is submitted for the development of the marina pursuant to the Master Agreement, Section 2, Subsection 1(b), 50 of the recreational parking spaces described above will be designated as those provided and maintained for the purpose of the marina as per Zoning By-law Section 22, Subsection (2), thereby reducing the recreational parking provision within the sub-area to a minimum of 185 spaces. Additional recreational parking may be provided elsewhere on the balance of Spadina Quay.

In addition, Harbourfront Corporation is proposing that as many on-street parking spaces as possible be provided by the street system design. It is estimated that up to 160 spaces can be provided by means of on-street parking. This submission assumes that the provision of 235 permanent recreation parking spaces, 160 on-street spaces and 500 temporary spaces serving the peak period demand, will exceed the probable demand for recreation public parking in the area.

In reference to Official Plan, Section 7.6, sentence ii), and Zoning By-law Section 34, no parking is proposed in the zone described by Schedule 3 of the Zoning By-law where the finished floor used for parking vehicles is between 1 metre below grade and 3 metres above grade.

As indicated in Section 2.8, no above grade parking is anticipated in this sub-area with the exception of the potential surface parking area on the northern portion of Parcel A. In that condition, landscaping or other screening elements will be provided to screen the parking areas along street frontages.

2.10 SERVICE AND LOADING FACILITIES

The location of access to service and loading facilities for the development of parels within the Sub-area Plan are generally indicated on Plan 4b. The private roadway proposed between Parcels A and B is of considerable importance to the servicing strategy for the Area. Parcels A and B service and loading facilities are intended to be located directly adjacent to this private roadway and accessed from Lakeshore Boulevard, thus permitting control over, and localization of, the intrusion of service traffic into the site. Similarly, a lane bisecting Parcel B to the west of the Spadina Avenue and Queen's Quay Extensions intersection permits the restriction of service traffic movements to an area of the site remote from the major park.

The specific location of service and loading facilities will depend on final building designs for each parcel and will be a matter subject to Development Review. Loading facilities will be provided in accordance with the loading requirements of Zoning By-law 569-80. The exact type, number and location of loading spaces will depend on the specific use mix of each development and will be finalized at the time of Development Review. Table 4, Loading Requirements, indicates the loading bay provision that may be required, given the rane of uses and floor areas assumed in the development scenario.

2.11 PUBLIC TRANSIT SERVICE

The site is presently served by the Spadina Avenue bus route. The Bathurst streetcar service, at its closest point, is approximately 365 metres walking distance from the westerly limit of the sub-area. A detailed discussion of the potential expansion of transit service, possible routing, and linkages with other services is included in Section 6 of the Road Concept submission.

2.12 BUILDING ENVELOPES

The building envelopes proposed for the Spadina Quay Sub-area Plan area shown on Plan 5. The building envelopes are in general conformity with the envelopes proposed in the Spadina Quay Proposal Call and Design Guidelines. Building heights for the various parcels were essentially derived from urban design intentions aimed at achieving an appropriately scaled definition of the public spaces of streets and parks as desired in the Official Plan, Section 2.3, and as regulated by the Zoning By-law Section 35, Subsections (1), (2), (3), (6), (7), and (8), achieving an amelioration of the microclimatic and noise environment, and achieving an effective integration with existing building and structures.

The site plan for the sub-area was conceived with an urban design attitude which considers the public spaces of street, square and park as the primary organizing elements of the urban environment. The principles implied by such an attitude require that the public space be read as continuous, and also be read as figural space; that is, space which has three dimensional form and not only two-dimensional area. This insistence on the form and space focuses on the relationship between buildings and public spaces as the critical principle of the urban design. In sum, this set of relationships is intended to create what will be perceived as a series of public "outdoor rooms" of which the facades of the buildings form the walls. Building heights and the continuity of building facades are the most significant elements of the building envelope in terms os ensuring that the development of individual parcels does indeed enhance the room-like qualities of the public spaces which they are intended to define.

Buildings or portions of buildings related most directly to the water are, as required by the Official Plan, Section 2.4, and Zoning By-law Section 35 subsection (3), the lowest in scale, stepping down at a 45 degree angular plane to a height of 15 metres at the Water's Edge Promenade. Parcels D and E are indicated at 25 metres (excluding service penthouses, mechanical equipment, etc.) or approximately the same height as 417 Queen's Quay West (Parcel F), creating the most desirable urban design relationship between new development, existing buildings, and the open water space of Spadina Avenue Slip that separates them.

Parcel F, occupying a portion of Zoning By-law Height Flexibility Zoning (HFZ) 3, contains the existing building at 417 Queen's Quay whose height does not exceed 25 metres and does not contain any projections above the 25 metre height with the exception of a chimney stack and cooling equipment as permitted by Section 35, subsection 1.

Similarly, Parcel A occupying a portion of HFZ5, is indicated at 25 metres in base height, utilizing the same datum to establish an appropriate enclosure to the westerly edge of the park. A higher limit of approximately 40 metres has been indicated in a zone along the eastern portion of the parcel. This zone has a length of 32 metres on line A and a length of 32 metres on line B (lines A and B as defined in Zoning By-law Schedule 4), leaving areas of HFZ5 clear and unobstructed by buildings or structures above the 25-metre height for a total frontage of 198 metres on line A and a total frontage of 228 metres on line B. The Zoning By-law, Section 35, subsection (8), requires a minimum aggregate length of frontage of 161 metres on line A and a minimum aggregate length of frontage of 182 metres on line B.

Develoment on Parcel B, occupying a portion of the area of HFZ4, completes the enclosure of the park to the north and has a base height of 25 metres. Higher limits of approximately 30 metres have been indicated in two zones: along the western portion of Parcel B, and along the zone immediately to the west of Parcel C.

These zones have a length of 31 metres and 35 metres respectively along line A and a length of 25 metres and 35 metres respectively along line B, leaving areas of HFZ4 clear and unobstructed by buildings or structures above the 25-metre height for a total frontage of 154 metres along line A and a total frontage of 150 metres along line B. The Zoning By-law section 35, subsection (7), requires a minimum aggregate length of frontage of 154 metres on line A and a mainimum aggregate length of frontage of 147 metres of line B.

Parcel C, occupying a portion of HFZ4, contains the existing building at 435 Queen's Quay West whose height is below 25 metres in height. No portion of the building projects above the 25-metre height.

This description of the building envelopes is intended to indicate their ability to conform to the Zoning By-law with respect to the aggregate lengths of frontages left open in the Height Flexibility Zones. The precise location and lengths of any individual component projecting above the base height withint any HFZ is only approximate and will be confirmed when applications for Development Review are made.

Building set-backs will be required from the street right-of-ways. A set-back of 1.4 metres has been required from all street right-of-way boundaries in order to permit the development of broader sidewalks (see following section), except on the east boundaries of Parcels B and C where the set-back from the Spadina Avenue extension right-of-way is 7 metres in order to preserve the building line along the slip edge set by the existing building at 435 Queen's Quay West to the north and the Water's Edge Promenade to the south.

Facing conditions throughout will be governed by the standards set out by the Light, View and Privacy Study as they may apply. With respect to the Master Agreement, Plan 6 indicates the Views and Vistas that have been maintained, enhanced or created within the sub-area and which are in general conformity with the guidelines as set out in Schedule H, Guidelines respecting Views and Vistas at Harbourfront. A discussion of views of parks which are primarily grade and pedestrian related is included in the following section, Section 2.13, Pedestrian Circulation System. Plan 5 also sets out tentative building envelopes for the parcels comprising the balance of Mixed-use Areas C and D accommodating the gross floor areas tentatively allocated to these parcels in Section 2.8. Plan 6 describes, in a preliminary way, the Views and Vistas that are created for the balance of those Mixed-use Areas.

2.13 PEDESTRIAN CIRCULATION SYSTEM

The pedestrian circulation system for this Sub-area is indicated on Plan 7. The primary pedestrian circulation zones are those of the park/promenade and of the public sidewalks to be developed on both sides of the new streets. As indicated, frequent pedestrian crossings of the Queen's Quay extension are anticipated to encourage pedestrian movement between the park/promenade and the pedestrian zone adjacent to the buildings on the north side of the street.

The site plan proposed for this sub-area exploits the geometry of the site to create a view of the park from the plaza and intersection at the Spadina Avenue and Queen's Quay Extensions by deflecting the Queen's Quay Extension right-of-way to parallel the water's edge to the west of Parcel D. This view, indicated on Plan 6, together with the views of the Water's Edge Promenade around the Spadina Avenue Slip, will enhance the sense of publicness and reinforce the comprehensibility of the public open space system from one of the major points of arrival at the waterfront.

The 1.4 metre set-back described in Section 2.12 will permit the development of a sidewalk surface of up to 4.4 metres in width, a dimension considerably more generous than that typically found in Toronto. This width, combined with 3.5 metre width of the adjacent arcade (in conditions where buildings are located directly at the 1.4 metre set-back) on the one side, and enclosed by a canopy of trees on the other side, will create a unique pedestrian zone which will be perceived conceptually as a distinct space within the larger space of the street.

A system of arcades offering weather protection and of a minimum of 3.5 metres in width are proposed for areas where development occurs immediately adjacent to the 1.4 metre site-back from the street right-of-ways. While these arcades may not be continuous, they will occur sufficiently frequently to create a comprehensible system of weather protected zones. In addition, arcades will be developed on both sides of the slip on the east boundary of Parcel D and along the west boundary of Parcel E providing a weather protected route parallel to the Water's Edge Promenade.

North-south pedestrian access will also be developed through Parcel E directly south of the proposed temporary connection to Queen's Quay West and east-west through Parcel A to the courtyard as described in section 2.6. Other similar access walkways or internal arcades may be developed through other parcels; however, at this point they are not specified. Their precise location will be indicated at the time of Development Review.

2.14 RECREATON SPACE

Table 5 indicates the recreation space demands generated by the Zoning By-law standards for each parcel, using the previously employed assumptions of unit number and unit type mix. Shared recreation space for Parcels A, B and D will be primarily located in a single, consolidated facility on Parcel B. The shared recreation space for Parcel E will be contained within the boundaries of Parcel E. The operation of the shared recreation space facilities will be conventional in that they will be managed by the respective condominium corporations and access will be limited to the occupants of the buildings and their guests.

Absolute quantities of recreation space will be provided at the time of Development Review submissions, and will conform to the recreation space requirements contained in the Zoning By-law.

2.15 COMMUNITY SERVICES AND FACILITIES

At present, the only community services and facilities that exist on site are those of Le Centre Francophone community centre, occupying approximately 733 square metres of the floor area of the existing building 435

Queen's Queen West on Parcel C. This facility has established itself as a major community centre for the Francophone population of Metropolitan Toronto.

In terms of the amended definition of Community Services and Facilities contained in the Zoning By-law, section 20, subsection (1), sub-paragraph (k), the Community Services and Facilities floor area bonus of 4,072 square metres allocated to Parcel B will be primarily dedicated to the cultural and general institutional uses permitted under that broader definition. Approximately 1,000 square metres of this floor area will be used for a multi-purpose hall for use for lectures, meetings, concerts, or other displays and performances of a cultural nature. This space will be maintained and operated by Harbourfront Corporation in much the same manner as it operates a similar facility, the "Brigantine Room" in the York Quay Centre community centre. Harbourfront Corporation is presently in the process of discussing with a number of non-profit organizations, the allocation of the remaining 3,073 square metres of floor area. Harbourfront Corporation will confirm the uses for this space when more definite agreements have been reached with the potential users.

2.16 HOUSING GOALS

Table 2, Proposed Uses and Gross Floor Areas, indicates up to 67,500 square metres of residential floor area may be developed within this sub-area. All tables included in this Sub-area Plan have been based on a development scenario that yields approximately 393 units. Absolute numbers of units will not be determined until Development Review submissions are made.

Since the Harbourfront Official Plan housing goals, Section 3.4, are primarily expressed as percentages or fractions of the total unit production for the Harbourfront lands, the impact of this sub-area on the housing goals can be assessed only in respect to overall totals anticipated.

Table 6, Housing (Possible Scenario), establishes this overall context and provides a quay-by-quay breakdown of the various unit types and tenures required to satisfy the Official Plan housing goals. All residential units within the Spadina Quay Sub-area will be ownership (condominium) and a minimum of 35% of all units will be 2-bedroom or larger.

Housing goals related to assisted housing will be satisfied on the remaining portions of the Maple Leaf Quays, Mixed-use Areas C, and Spadina Quay, Mixed-use Area D, not included in the sub-area. Parcel G has been identified by Harbourfront Corporation as the site for up to 155 units of assisted housing or 25% of the ultimate total of new units produced on Spadina Quay, Mixed-use Area D.

Harbourfront Corporation will prepare a Sub-area Plan and issue Proposals Calls for the development of the required amount of assisted housing on Parcel G subsequent to the development of a major component of up to 500 assisted housing units together with the necessary infrastructure of community services and facilities on Bathurst Quay, Mixed-use Area E. This area will be the subject of the next Sub-area Plan to be submitted to the City of Toronto.

The residential gross floor area and net parcel area available on the balance of Maple Leaf Quays, Mixed-use Area C can readily accommodate the assisted housing required by the Official Plan.

2.17 ENVIRONMENTAL GOALS

Four Types of environmental considerations are defined in the Official Plan, Section 6:

a) noise impact
b) micro-climatic impact
c) energy conservation
d) air, water and soil quality

a) the issue of noise is addressed in Appendix IIIB, Noise Impact Statement prepared by SNC/GECO Consulting Engineers. The general arrangement of building parcels, heights and street configurations produces an acceptable noise environment for the public spaces and residential uses.

b) The same site plan building configuration and massing produces acceptable climatic conditions as documented in Appendix IIIC, Pedestrian Level Wind Environment Report, Parts I and II. More detailed investigations of specific local condition such as those at building corners and under building arcades may be undertaken as part of individual building design.

c) With respect to energy conservation, the site plan has an inherently energy efficient configuration in terms of the orientation of the major building masses and the opportunities this creates for exploiting passive solar energy via mechanical heat transfer techniques. In addition, the generally low building height coupled with high ground coverage will result in building forms which are efficient due to their high ratios of volume to exterior wall surfaces.

In addition, Harbourfront Corporation will, in its process of review of detailed building design, actively encourage innovative solutions to mechanical systems and above-standard building envelope design, and will encourage successful proponents to investigate in the process of design development proposals which exhibit a high degree of consciousness regarding energy issues.

Given the southern orientation of the proposed terracing along major sections of the proposed buildings, particularly on Parcel B, Harbourfront will encourage the development of mechanical systems which will be able to exploit greenhouse-like enclosures of balconies or terraces for sources of passive solar heat energy.

In general, Harbourfront has been developing an increasing liaison with the various funding and resource agencies and groups concerned with the matter of energy conservation and is prepared to assist developers in securing information or funding.

d) The development implied by this sub-area does not appear to have any adverse effects on air quality and will not impede lake breeze ventilation of the Central Area along existing north-south street corridors.

With respect to water quality, Appendix IIIA outlines measures to be taken in the control of surface water and includes an extensive discussion fo the feasibility of modifying the Spadina Avenue storm sewer exension outfall to contain the oil and other debris presently discharging at the head of the Slip under storm load conditions.

Phytotoxicological testing of soil under the supervision of the Ministry of the Environment is being undertaken within the sub-area. The proposed major park is the primary area being tested.

Harbourfront Corporation has received confirmation from the Ontario Ministry of the Environment and from Environment Canada that the proposed site development will not require Environmental Assessment Hearings. Harbourfront Corporation is engaged in ongoing discussions with these two agencies regarding specific issues such as the proposed filling of a portion of Spadina Slip and the construction of the proposed pier and breakwater.

Harbourfront Corporation has received approvals from the Ontario Munistry of the Environment, Environment Canada, the Ministry of Transport and the Toronto Harbour Commission for the proposed filling of a portion of Spadina Slip.

2.18 COMPATIBILITY BETWEEN USES

Although the Sub-area Plan anticipates a broad range of uses, all contained within Mixed-use buildings, no conditions of incompatibility are anticipated. The primary juxtaposition of uses will be vertical with non-residential uses at grade and residential above. This is a familiar urban condition encouraged by the Official Plan through the designation of Mixed-use Areas. Adequate acousitc separation will be achieved through appropriate floor and wall construction detailing. Similar acoustic separation will be maintained between mechanical and service areas and residential zones. The achivement of appropriate acoustic separations will, in this sub-area, be relatively routine, given that the vast majority of development will be new construction.

2.19 PEAK HOUR TRAFFIC GENERATION

Peak hour traffic generation figures for this sub-area are contained in Appendix I, Harbourfront Transportation Study Road Concept Submission.

2.20 EXISTING GROSS FLOOR AREAS

The existing gross floor areas of buildings to be retained or partially retained are as follows:

417 Queen's Quay West	office building	5,500 sq.m.
435 Queen's Quay West	community centre	733 sq.m.
431 Lakeshore Blvd. West	abandoned warehouse	4,169 sq.m.

APPENDIX II OF SPADINA QUAY SUB-AREA PLAN

Open Space Design Concept

A DESCRIPTION OF THE CONCEPTUAL DESIGN OF THE PUBLIC SPACE SYSTEM

SPADINA QUAY
HARBOURFRONT

October 7, 1981

INTRODUCTION

The public space system for Spadina Quay is a major component of Harbourfront's overall open space system. It will offer a variety of outdoor spaces for public activities which are distinct from one another in character and unique in downtown Toronto. They will also be linked together by two continuous open space routes which will stretch east-west across Harbourfront as a whole.

The system on Spadina Quay comprises four basic elements.

1) The Water Edge
2) The Queen's Quay Extension
3) Spadina Gardens
4) "The Square"

Each of the four is discussed in detail in the following text.

1) The Water Edge

The water edge of Spadina Quay is an integral component of the public space system of Harbourfront as a whole, constituting part of the continuous pedestrian system which will eventually stretch from York Quay to Bathurst. In the Spadina Quay section, moving from west to east, one can see that the edge passes through a wide variety of different kinds of spaces, each with its own character. First, the Edge parallels Queen's Quay Extension. Then it forms the waterfront edge of Spadina Gardens, for its full width. At the eastern edge of the Gardens, the water edge will pass the southerly boundary of the building west of the slip. Here both stairs and ramps will be provided to link the street level down to the water level as the street crosses the Quay. On the east side of the Quay, a similar condition to that on the west side will be created, as the promenade moves south again to the southerly edge of the building on the east side of the slip.

The most important detail design characteristics of the water edge are as follows:

- It will be continuously paved, in a pattern similar to that currently employed at York Quay.
- It will be continuously lit by a system of pedestrian illumination distinct from the system of street illumination.
- It will provide a variety of modest amenities at regular intervals along its length: benches, tables, chess boards, telephone booths, drinking fountains, etc.
- Along its streets or buildings to the north, the water edge will be landscaped to provide an element of greenery (shrubs, hedges or low trees) to counterpoint its openness to the water on the south. Where the water edge adjoins the Queen's Quay Extension, special effort will be made to provide overlook from the street sidewalks to the water. Where the Edge passes the park, it will constitute an extension of the space of the Park, since the principal area of the Park will be at water-edge level. Where the edge passes building edges, e.g. Parcels D and E) the building design guidelines will ensure that building edges are designed in a manner compatible with the character of the water edge itself.

2) Queen's Quay Extension

Queen's Quay Extension is the major urban design element of Spadina Quay which links the neighbourhood symbolically to the city beyond. For these reasons, it has been designed as a "normal" street, except that it is upgraded in a number of ways beyond the typical downtown Toronto norm.

The street pavement is centred on a 20 metre right-of-way. This leaves a sidewalk of 3.2 metres on either side, within the right of way. It is proposed to extend this sidewalk by another 1.4 metres on each side, as a required set-back within the building parcels, to provide a total sidewalk width of 4.6 metres on both sides of the street. Beyond this again, it is proposed that where retail frontages abut to the street sidewalks, recessed arcades will be encouraged.

The 4.6 metre sidewalk provides space for the generous provision of continuous street trees and other street furniture such a benches, kiosks, telephone booths, etc., while still providing a generous width for the passage of the crowds of pedestrians that can be expected on such a street in peak season. (Details of the proposed sidewalk configuration can be seen on sheet 3c.)

3. Spadina Gardens

One focus of the Public Space System of Spadina Quay is the park. Approximately 1-3/4 acres, this park is conceived as a passive recreational area, accommodating a wide range of activities which are compatible with the predominantly residential uses surrounding it on three sides. It is anticipated that the park or at least its street-adjacent edges, will accommodate outdoor art shows, flea markets, street vendors, and possibly even marina-related activities such as those associated with boat shows. It is also expected that outdoor dining will be accommodated.

It is possible that some portions of the existing foundry building frame will be adapted for these purposes.

The design of the park, will ensure that general openness of views over the park and the water can be retained, at the same time that the rear edges of the open space can receive protection from the noise of the streets and other surroundings.

A continuous double row of trees will ring the park on its north, west and east edges. The southern edge to the water will remain largely open, to take maximum advantage of the spring and autumn sun.

4. The Square

The second focus of the Spadina Quay Public System is the Square. Located at the top of Spadina slip proper, and at the foot of Spadina Avenue, it is one of the most prominent of all Harbourfront's Public spaces. It provides one of the most immediate views from (existing) Queen's Quay to the Harbour, at the same time that it provides a strong visual link from the harbour up the axis of Spadina Avenue to the built-up area of the city beyond. Both of these relationships have the effect of making the Square at Spadina Quay one of the principal "gateways" to Harbourfront as a whole.

The design of the Square takes account of the various urban design characteristics outlined above. The Square is conceived as a largely open, hard-surfaced urban plaza whose focal emphasis will be a large fountain. Since the Square is largely open and paved, visual interest will be enhanced by the provision of a series of decorative paving patterns.

APPENDIX "B"

1. Letter from Mr. Ivan B. Forrest, Commissioner of Parks and Recreation (dated November 16, 1981) to Mr. Stephen G. McLaughlin, Commissioner of City of Toronto Planning and Development Department.

"I wish to acknowledge receipt of your recent communication along with a sub-area plan as submitted by Harbourfront Corporation for Spadina Quay and a report entitled, Harbourfront Transportation Study, Road Concept Submission: Queen's Quay Extension.

Please be advised that I have no comments to submit on this matter at this time."

2. Letter from Mr. I. B. Forrest, Commissioner, Department of Parks and Recreation, (dated June 22, 1982) to Mr. Stephen G. McLaughlin, Commissioner, City of Toronto Planning and Development Department, regarding Open Space in the Spadina Quay Sub-Area.

"In reply to yur letter of June 3, 1982 and confirming discussions held with members of my staff, I advise this Department would accept the proposed Spadina Square as designated parkland provided it was in addition to the twenty acres of parkland stipulated in the master agreement.

If further information is required regarding this matter, I would be pleased to hear from you."

APPENDIX "C"

Letter from H. Howard, Superintendent of Planning, Metropolitan Separate School Board, (dated November 19, 1981) to Mr. Stephen G. McLaughlin, Commissioner, City of Toronto Planning and Development Department regarding Spadina Quay Sub-Area Plan.

"The text of the Spadina Quay Sub-Area Plan covers most of the planning considerations relating to the human environment including a housing goal of 393 units with a 35% minimum of 2 bedroom or larger. However, Table 5 listing recreational space indicates 69 - 1 bedroom units, 241 - 2 bedroom units and 84 - 3 bedroom units which calculates at 82%.

Further comment under 2.16 Housing Goals relates to 155 units of assisted housing or 25% of the ultimate total of new units on Spadina Quay, Mixed-Use Area D. Reference is also make to, "development of a major component of up to 500 assisted housing units".

These considerable number of housing units envisions that there will be school age children of as a yet undetermined number nor is there any information on the age determination of the future population for this and other areas in the Harbourfront district.

No reference is made about the accommodation of school age children either within or without the confines of the proposed development. Section 4.2(a) in the Harbourfront Master Agreement provides for school authorities to view all draft sub-area plans for comment and reply to the Commissioner of Planning and Development.

In view of the confusing statistics outlined in this subarea plan it would be desirable to clarify these statements on housing units."

APPENDIX "D"

Letter from the General Manager, Toronto Harbour Commissioners (dated December 18, 1981) to Mr. Stephen G. McLaughlin, Commissioner, City of Toronto Planning and Development Department.

Spadina Quay Sub-Area Plan

"The Spadina Quay sub-area plan submitted by Harbourfront which was forwarded to us by Mr. Davidson on October 23, 1981, has been reviewed by the Commissioners and I am pleased to set out the following comments for your consideration and transmittal to the Harbourfront Corporation.

1. Railways. It is noted that the plan assumes that the railway trackage in the area including the main lead will eventually be removed or relocated. As you may be aware, the Commissioners and Harbourfront Corporation are currently considering the commissioning of a comprehensive study of the central waterfront railway network to see whether such removal or relocation is feasible and/or economically viable. To assume that the trackage will be removed or relocated in the long term would therefore appear to us to be pre-judging the outcome of this study and it is respectfully suggested that the plan should also be reviewed in the light of the possibility that some or all of the existing railway operations may have to remain.

2. Toronto Island Airport. It is noted that the road concept submission dealing with the area between York and Bathurst Streets does not appear to take the present and future trip generation characteristics of the Toronto Island Airport into consideration. The Toronto Island Airport access Study Working Group on which both the Commissioners and Harbourfront are represented is presently developing short and long term access plans for the airport and it is suggested that the review of the Spadina Quay sub-area plan as well as the future Bathurst Quay sub-area plan should take these airport access requirements into account. In addition it is noted that this plan does not contain any reference to the provison of a bad weather berth for the aiport ferry at Berth Number 213, and the Commissioners require that this arrangement for bad weather berthing must be continued as long as the ferry remains the sole form of access.

3. It is noted that the sub-area plan has been prepared on the basis that a marina breadkwater and pier will be developed as Phase B of the Spadina Quay plan and that therefore Phase A should be reviewed in that light. While the Commissioners have indicated to the Harbourfront Corporation their willingness to consider any further submissions dealing with the Harbourfront marina proposal, they unanimously re-affirmed at their meeting on November 23, 1981, their policy not to violate the existing Harbourfront Line. We would therefore request that the Spadina Quay plan be reviewed in the light of that policy decision of the Commissioners.

4. You are aware that the Canada Malting Company Limited has its Bathurst Street plant immediately south of the Garrison Creek storm sewer outlets in the northwest corner of the inner harbour. In accordance with recent arrangements made with the City on the proposed Jarvis Street storm sewer outlet the Commissioners would require to be indemnified against any additional costs incurred in maintaining navigation depths at Canada Malting's berth as a result of additional deposits of silt and debris from these sewers occasioned by the development in this area.

5. The Commissioners' overall concerns about the transportation impact of Harbourfront's proposals have already been brought to your attention.

We will be pleased to provide any further clarification that may be required on these points."

APPENDIX "E"

Comments from the Commissioner of Public Works respecting Spadina Quay Sub-Area Plan.

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1. Letter from Mr. R. M. Bremner, Commissioner, Department of Public Works (dated January 5, 1982) to Commissioner of Planning and Development regarding Submission, dated October 6, 1981, prepared by the Harbourfront Corporation pursuant to Section 4.2 (a) of the Harbourfront Master Agreement

"The proposed Sub-Area Plan involves the development of the lands owned by the Harbourfront Corporation comprising the western half of Maple Leaf Mills Quay West and all but the westernmost quarter of Spadina Quay.

The proposed allocation of the lands within the Sub-Area is for:

(a) the southerly extension of Spadina Avenue and the westerly extension of Queens Quay West;

(b) a total of about 2 230 square metres of public park; and

(c) six development parcels whereon a total of approximately 394 dwelling units, 24 000 square metres of non-residential uses and 4 800 square metres of community services and facilities are to be erected and/or maintained.

Three existing buildings are to be retained as part of the development: the existing office building at 417 Queens Quay West, Le Centre Francophone at 435 Queens Quay West and the westerly portion of the Produce Building at 431 Lake Shore Boulevard West.

On-site parking is proposed on each parcel in accordance with the requirements of By-law No. 569-80, as amended (the Harbourfront Zoning By-law). In addition, 235 parking spaces are proposed within the Sub-Area to serve recreational parking demand and a further 500 such spaces are to be provided to the east and north-east of the Sub-Area.

Access to parking and loading facilities on each parcel is to be provided from the Queens Quay West Extension and, in the cases of parcels "a" and "b" from a proposed private road extending northerly from the Queens Quay West Extension between the two parcels and connecting with Lake Shore Boulevard West.

Water Distribution and Sewer Systems

New water distribution and storm and sanitary sewer systems are proposed to serve the Sub-Area. These services are to be constructed in conjunction with the proposed new streets.

The design guidelines for the storm sewer system, as set out in the March 6, 1981 letter from MacLaren to the Harbourfront Corporation, are satisfactory.

Of course, detailed plans of the proposed municipal services will have to be submitted for my review and approval.

With respect to building connections to the storm and sanitary sewer systems, I recommend that Section 2.5 "Municipal Services" of the Sub-Area Plan be amended by adding the following to the last paragraph thereof:

> "All foundation drains and storm drainage from any below grade areas shall be pumped to the storm sewer system. All sanitary drainage from areas below grade shall be pumped to the sanitary sewer system."

Impact on the Noise Climate

The general Noise Impact Statement for the Spadina Quay Sub-Area, as set out in Appendix IIIB of the Sub-Area Plan is satisfactory. Nonetheless, Section 2.17(a) "Environmental Goals - Noise Impact" should be amended to require that a separate detailed Noise Impact Statement be submitted for each proposed development within the Sub-Area coincident with the submission of plans for such developments for City Council approval pursuant to Section 40 of the Planning Act. It should also be acknowledged in the Sub-Area Plan that City Council may not approve the plans and drawings submitted for purposes of Development Review until a Noise Impact Statement for the proposed development has been submitted in accordance with City Council's requirements.

Refuse Handling, Storage and Disposal

The City can provide the non-residential components of each development in the Sub-Area with regular curbside garbage collection service in accordance with the provisions of By-law No. 20298.

The residential components of each development must be serviced by the compactor container method of garbage handling and disposal. This will require the provision and maintenance of a compactor unit in a garbage room in each building, the provision of space to store the garbage containers until collection day and a modified Type B loading space where collection will actually take place. Access must be designed so that garbage trucks can enter the site, empty the garbage containers and then drive out onto the street in a forward motion.

The proposed provision of a modified Type B loading space on each development parcel where residential units are proposed is indicated on Table 4 of the Sub-Area Plan. Nonetheless, Section 2.10 "Service and Loading Facilities" of the Sub-Area Plan should be expanded by the addition of the above description regarding refuse handling, storage and disposal.

Furthermore, it should be stated in the text of the Sub-Area Plan that each application for Development Review pursuant to Section 40 of the Planning Act should include detailed plans showing the proposed refuse handling and storage facilities.

Streets, Parking and Access

The existing streets within the Sub-Area are Spadina Avenue, which is under the jurisdiction of the Metropolitan Corporation, and Queens Quay West which is under the City's jurisdiction. The proposed Queens Quay West Extension and the southerly extension of Spadina Avenue to connect with the Queens Quay West Extension are generally as shown in the Harbourfront Transportation Study Road Concept Submission, prepared by DeLCan Limited for Harbourfront Corporation, as set out in their report dated July 8, 1981.

The proposed street system on Spadina Quay does not conform with the Road Concept Submission as approved by City Council on October 22, 1981, in that a right-turns-in/right-turns-out only connection with Lake Shore Boulevard West is still shown between parcels "a" and "b" notwithstanding City Council's adoption of our recommendation that this roadway be deleted and that a similar right-turns-in/right-turns-out connection between the Queens Quay West Extension and Lake Shore Boulevard West be made within the proposed Portland Street right-of-way. The drawings and text of the Sub-Area Plan should be amended in this regard.

The Sub-Area Plan also shows retention of the "jog" in the alignment of the Queens Quay West Extension as it passes to the north and west of the proposed park tentatively named

"Spadina Gardens." In reviewing earlier proposals for the Queens Quay West Extension I determined that this form of an alignment would be acceptable having regard for the proposed pavement width, traffic volumes and transit service to be accommodated. Subsequently, the Harbourfront Transportation Study showed a road reserve for the realignment of the Queens Quay West Extension to eliminate the jog on Spadina Quay when the right-turns-in/right-turns-out connection to Lake Shore Boulevard West would be abandoned in favour of the Portland Street Extension. I now understand that Harbourfront wishes to retain the proposed jog, for reasons having to do with the size and configuration of Spadina Gardens, notwithstanding the elimination of the originally proposed connection with Lake Shore Boulevard West. I have no objection to retaining the jog in the proposed Queens Quay West Extension.

The proposed closing and conveyancing of a portion of Queens Quay West, between Spadina Avenue and the proposed temporary connection to the Queens Quay West Extension is satisfactory provided it is processed in accordance with the requirements of the Municipal Act. As noted in Section 2.4 of the Sub-Area Plan, this is, in effect,a lands exchange in that the Harbourfront Corporation is proposing to convey to the City of Toronto the rights-of-way for the Spadina Avenue and Queens Quay West Extensions to be dedicated as public highways.

Of course, detailed engineering plans of the proposed surface facilities on the new streets must be submitted to me for my review and approval.

The Sub-Area Plan states that the minimum parking and loading requirements of each development proposed within the Spadina Sub-area, pursuant to By-law No. 569-80, as amended, will be met on each site. This is satisfactory.

I point out that Tables 3 and 4 of the Sub-Area Plan, showing projected parking and loading requirements on each development parcel, contain some minor inaccuracies which should be corrected. Harbourfront staff have already been verbally advised of these.

The Sub-Area Plan states that, in addition to the minimum required parking supply, some 235 parking spaces will be provided on parcels "a" and "b" and a further 500 parking spaces will be provided immediately to the east and north-east of the Spadina Quay Sub-Area. This total of 735 spaces is proposed to meet the parking requirements of people making recreational trips to Spadina Quay. Notwithstanding that a study of recreational parking demand was conducted in Harbourfront last summer, no evidence is presented in the

Spadina Quay Sub-Area Plan to support the need for this number of recreational parking spaces and I have no basis for assessing the sufficiency or otherwise of this proposed recreational parking supply.

As I have consistently stated in the past, the Harbourfront Corporation must produce an overall recreational parking strategy for the whole of Harbourfront. Sufficient parking facilities should be provided to meet the demands of recreational parkers, particularly during the summer weekends. However, if a large pool of unused recreational parking spaces is available on weekdays, it will attract long-term commuter parkers bound for offices within Harbourfront and the Central Core. Extensive commuter parking in Harbourfront would reduce the projected modal split to transit of office workers in Harbourfront and exacerbate the problems anticipated on the street system connecting Harbourfront and the Central Core.

Having regard for the serious consequences of either an insufficient or excessive supply of parking in Harbourfront, including the Spadina Quay area, the Harbourfront Corporation should be required to provide me with a satisfactory analysis of the anticipated parking requirements of the proposed uses within Spadina Quay from which I can determine the number of parking spaces that should be provided in excess of the minimum requirements in By-law No. 569-80, as amended.

It is proposed that access to parking and loading facilities on each of the various parcels be from the Queens Quay West Extension and, for parcels "a" and "b", from Lake Shore Boulevard West. In the latter case, this access would be indirect via a private roadway between the two parcels connecting the proposed Queens Quay West Extension and Lake Shore Boulevard West. I have already stated that this proposed roadway should be eliminated. However, I have no objection to a private access driveway off the Queens Quay West Extension to serve parcels "a" and "b" provided no access is taken from Lake Shore Boulevard West.

Recommendations:

I recommend that:

1. The Spadina Quay Sub-Area Plan, Phase A be amended as follows:
    (a) Section 2.5, titled "Municipal Services", should be amended by adding the following to its last paragraph:

> "All foundation drains and storm drainage from any below grade areas shall be pumped to the storm sewer system. All sanitary drainage from areas below grade shall be pumped to the sanitary sewer system."

(b) Section 2.17, titled "Environmental Goals", part (a), respecting Noise Impact, should be amended to require that a separate detailed Noise Impact Statement be submitted for each proposed development within the Sub-Area coincident with the submission of plans for such developments for the approval of City Council pursuant to Section 40 of the Planning Act. It should also be acknowledged that City Council may not approve such plans until a Noise Impact Statement for the proposed development has been submitted in accordance with City Council's requirements;

(c) Section 2.10, titled "Service and Loading Facilities", should be amended by adding the following after its last paragraph:

> "Each development containing residential units will provide for the compactor container method of garbage handling and disposal. This will include the provision and maintenance of a compactor unit in a garbage room in each building, space to store the garbage containers until collection day and a modified Type B loading space where collection will actually take place. Access must be designed so that garbage trucks can enter the site, empty the garbage containers and then drive out onto the street in a forward motion.
>
> Each application for Development Review pursuant to Section 40 of the Planning Act will include detailed plans showing the proposed refuse handling and storage facilities."

(d) All reference in the Sub-Area Plan to a connection between the Queens Quay West Extension and Lake Shore Boulevard West by means of a roadway extending between parcels "a" and "b" should be deleted. The maps in the

Sub-Area Plan should also be amended in this regard. Section 2.4, titled "Connections with Public Streets", should be amended by adding a fourth connection with existing public streets as follows:

"(iv) A roadway within the Portland Street Extension right-of-way connecting the Queens Quay West Extension with Lake Shore Boulevard West and providing a right-turns-in/right-turns-out only connection to Lake Shore Boulevard West."

Again, the maps in the Sub-Area Plan should be amended to show this proposed street within the Portland Street Extension right-of-way; and

2. The Harbourfront Corporation be required, prior to approval of the Sub-Area Plan, to provide the Commissioner of Public Works with an analysis, satisfactory to the Commissioner, of the anticipated parking requirements of the proposed uses within Spadina Quay from which can be calculated the need for parking in excess of the minimum requirements of By-law No. 569-80, as amended."

2. Letter from R. M. Bremner, Commissioner, Department of Public Works (dated January 12, 1982) to Commissioner of Planning and Development regarding Supplementary report on the Spadina Quay Sub-area Plan, Phase A - File 402.5

"The following should be added to the recommendations of my January 5, 1982 report respecting the Spadina Quay Sub-area Plan, Phase A:

1(e) Section 2.5 titled "Municipal Services" should be further amended by adding the following after its last paragraph, as amended:

"Sufficient space will be provided within each development parcel for the construction of transformer vaults, Hydro and Bell manholes and sewer manholes required in connection with the development parcel.""

3. Letter from R. M. Bremner, Commissioner, Department of Public Works, (dated March 23, 1982) to Mr. Stephen G. McLaughlin, Commissioner, City of Toronto Planning and Development

Department regarding Harbourfront - Proposed Queens Quay West Extension - Functional Design of the Jog on Spadina Quay.

"Further to the meeting held on March 15, 1982 between staff of the Metropolitan Planning Department and our respective Departments, I enclose a sketch plan showing a functional design for the Queens Quay West Extension through Spadina Quay utilizing the road reserve shown by DelCan on their Road Concept Submission to ease the jog adjacent to the proposed park south of Parcel "B".

In particular, you should note that the proposed design incorporates a left-turn lane for eastbound traffic turning into the driveway between Parcels "A" and "B". Of course, it is assumed that the driveway is only to provide access to parking and loading facilities on Parcels "A" and "B" and not to provide access to Lake Shore Boulevard West.

I suggest that you now write to the Metropolitan Commissioner of Planning that we are prepared to recommend the easing of the jog in the Queens Quay West Extension on the basis of this functional plan.

I should also point out that, having regard for the hazards implicit in locating the access to Parcels "A" and "B" so near the curves in the Queens Quay West Extension, it would be preferable to provide vehicular access to Parcels "A" and "B" at points to the west and east, respectively, of the proposed jog instead of via the proposed driveway."

4. Letter from R. M. Bremner, Commissioner, Department of Public Works (dated June 21, 1982) to Commissioner of Planning and Development regarding Supplementary Report on the Spadina Quay Sub-Area Plan, Phase A - and Letter dated May 28, 1982 from Mr. Karl D. Jaffary respecting Noise Impact Statements

Recommendation No. 1(b) of my January 5, 1982 report to you respecting the above-noted matter recommends that Section 2.17 of the Sub-Area Plan be amended to require individual Noise Impact Statements for each development proposed within the Sub-Area, in addition to the general Noise Impact Statement forming part of the Sub-Area Plan.

Of course, each individual Noise Impact Statement would be considered within the context of the general Noise Impact Statement. Mr. Jaffary, in the above-noted letter, has requested that this be made explicit, which I am prepared to recommend as set out below.

Recommendation:

I recommend that Recommendation No. 1(b) of my January 5, 1982 report be amended by inserting the following therein, after the phrase "Section 40 of The Planning Act":

> ", such separate Noise Impact Statements to be evaluated in the context of the overall Noise Impact Statement forming part of the Sub-Area Plan and on the assumption that the entire development in Spadina Quay - Phase A is completed.""

APPENDIX "F"

Letter from Chief General Manager, Toronto Transit Commission (dated January 19, 1982) to Mr. S. McLaughlin, Commissioner, City of Toronto Planning and Development, regarding Harbourfront Transporation Study.

Mr. N. Edward Davidson's letter of October 23, 1981, invited comments on the Harbourfront Transportation Study-Roads Concept: Queen's Quay Extension, prepared by DelCan Consulting Engineers and Planners. The above report was referred to our Planning staff for review, and I am pleased to provide the following staff comments.

Proposed Street Network

The proposed extension of Queen's Quay to Bathurst Street is favourably regarded, contingent upon the job elimination on Spadina Quay. The job elimination is under further review, as per our meeting on January 14.

Sufficent north-south connecting streets should be provided, in order to serve as viable alternatives to York and Bay Streets to the fullest extent possible. Diversion of traffic away from York and Bay Streets would serve to enhance the operating performance of any future Queen's Quay bus service, looping past Union Station via these streets.

Proposed Transit System

The consultant proposes a short headway bus operating in mixed traffic, connecting the Harbourfront area with Union Station, running essentially via Queen's Quay, York Street, Front Street and Bay Street, looping in the west at Bathurst Street. The implementation of this bus line would be timed in relation to the staging of Harbourfront development, with the present Spadina bus operation being maintained on Queen's Quay as required.

The consultant's trip generation and distribution calculations assume an overall modal split of 55%. Given this relatively high degree of desired transit orientation in the Harbourfront area, ample opportunity must be given for bus transit to achieve a high service quality through the area. To this end, it is imperative that traffic congestion along the proposed transit routing be minimized, through the application of appropriate traffic control strategies and/or transit priority measures, such as reserved bus lanes/traffic signal priorities.

A number of specific problem locations have been identifed along the proposed route, which present difinite operational concerns, particularly:

(i) projected northbound traffic congestion on York Street at Gardiner and Lake Shore intersections,

(ii) projected northbound traffic congestion and pedestrian conflicts on York Street at Front Street, and

(iii) appropriate designation of the south side of Front Street opposite Union Station, to ensure convenient and reliable loading/unloading bus-only zones, in order to accommodate heavy passenger trasfer movements.

In terms of the level of transit service that might be provided, the consultant's report refers to a 1 1/2 minute peak period headway, under full Harbourfront development. The actual frequency of service that would be operated would be in direct relation to demonstrated ridership demand, consistent with the TTC's recognized vehicle loading standards. In this regard, it may be anticipated that some potential bus patrons may choose to walk between Union Station and York Quay for instance, in view of the relatively modest walking distance involved. Adequate pedestrian shelter facilities outside Union Station may also warrant further consideration.

An additional point of extreme concern is the effect of Harbourfront transit ridership on the Yonge subway line. Additional work trips generated by Harbourfront will surcharge existing very heavy loads experienced on the subway system near Bloor Street. Therefore, the broader issue of additional rapid transit facilities feeding the downtown core, and perhaps the Harbourfront area, must be seriously reviewed in this context. In fact, additional rapid transit to the downtown may be shown to be mandatory. This question is currently being considered by the Metro/TTC Accelerated Rapid Transit Study.

To summarize, staff are in general agreement with the proposed Harbourfront road network, subject to certain conditions mentioned above. While the proposed Queen's Quay bus route may function adequately in the near term, given the necessary operational priorities on the street system, serious consideration must be given to additional rapid transit capcity to meet the future long-term needs of Harbourfront, as well as other proposed developments in the waterfront area.

TTC staff recognize the critical part that transit must play in the transportation system serving Harbourfront. Institution of any revised bus route through the Harbourfront-Queen's Quay area, such as that proposed, would, of course, be subject to final approval by the Commission, and would be contigent on acceptable operating conditions."

APPENDIX "G"

Letter from Mr. D. M. Pirie, Chief, Approvals and Planning Technical Support Section, Ministry of the Environment (dated April 26, 1982) to Mr. N. Edward Davidson, Program Manager, Waterfront and Railway Lands Section, City of Toronto Planning and Development Department, regarding Harbourfront - Spadina Quay Proposal.

"This is in response to your letter of December 7, 1981 requesting our review and comment on aspects of the Spadina Quay sub-area plan. I regret the time it has taken to respond, and unfortunately we were unable to obtain input from the Ministry's Noise Pollution Control Section to review acoustic aspects of the concept (noise impact statement under Appendix III). In your letter, you directed our attention to Section 2.18 of the sub-area plan (Environmental Goals) and Appendix III (Environmental Issues). Apart from the noise impact study, we have reviewed these portions of the report, and our comments follow. As well, further to my telephone conversation with E. Pendergrast of your staff, I have confirmed the status of this undertaking with respect to the Provincial Environmental Assessment Act.

With respect to Section 2.18, Environmental Goals, we are in general agreement with the statements. As we are unable to provide a technical review of the noise impact statement, one must assume that the consultant's conclusions regarding the control of noise by the general arrangement of building parcels, etc., are correct. In general, just as the general orientation of building masses and recreational activities renders the site inherently energy efficient, the same factors create advantages for noise shielding.

As stated on page 16, phytotoxicological testing of the soil within the sub-area is underway, with MOE supervision. This action is considered essential as much of the soil in Harbourfront and other parts of the waterfront, has been found to be contaminated.

With reference to the Environmental Assessment Act, the undertakings described in the sub-area plan to be dedicated to the municipality (roads, piped services, etc.), will not be subject to the Act, as they are undertakings of a federal crown corporation, Harbourfront Corporation. This opinion was conveyed in writing to L. Boland of the Corporation in September of 1981.

Regarding compatability between uses in the sub-area plan, and particularly between residential and non-residential uses, we would agree that it is feasible to create suitable conditions. Although it is concluded that the achievement of appropriate acoustic separation will be relatively routine, given the majority of new construction, we must emphasize that the area is subject to high noise impact, primarily from transporation facilities, and therefore noise control must be considered a major design constraint for residential buildings.

With respect to the stormwater drainage report, prepared by Maclaren Incorporated, we have reviewed the consultant's conclusions and recommendations for the major and minor storm drainage systems and our comments are as follows:

- The major drainage system (overland flow) and minor drainage system (convenience drains) proposed for the sub-area should be sufficient to provide a significant improvement in stormwater quality over that drained from the site in its present state. The consultant concludes that stormwater retention ponds are impractical for the major drainage system of the sub-area, but that suspended solids concentration of the runoff water will be much improved by improvements to the land surfaces after development. We concur with these conclusions.

- The consultant anticipates achieving water quality control in the minor drainage system by providing catch basins with sediment traps. As stated on page 5, this measure must be coupled with frequent street and catch basin cleaning. Unless this maintenance is carried out thoroughly and frequently, such works do not provide much water quality improvement.

- Item 6.6.1(iii) Sewer Outfall Modifications. The Harbourfront Plan calls for "the modification, where practicable, of sewer outfalls to prevent oil and other debris from entering the inner harbour". In considering this objective, the consultant examined modifying the existing sewer outfalls as well as extending the outfall from the new minor drainage system to serve the sub-area. As well, the feasibility of an oil/water separator at the mouth of the Spadina Avenue storm sewer was examined. It was concluded that extension of the Garrison Creek sewers, or construction of a collection area to separate trash at the outfall, is prohibitively expensive and constrained by shipping requirements at Canada Malting. Although we are forced to agree that the modification of these outfalls is problematic, staff have indicated concern about the degraded water quality at the northwest corner of Spadina Quay. This condition is primarily due to contaminants flushed through the Garrison Creek sewers, and also attributable, in part, to trash carried into the slip by wave action. It is apparent that unless the outfalls can be extended in some way, or significant improvements brought about upstream in the sewer system itself (e.g., full separation of storm and sanitary sewers, catch basin clean-out, etc.), the water quality objective of the Harbourfront Plan will in no way be met.

The consultant concludes that the construction of an oil/water separator at the Spadina Avenue outfall is unfeasible and we concur with the reasons leading to this conclusion. Again, as with the Garrison sewer drainage area, the problem is one of contaminants from upstream entering the storm sewer and discharging into the slip at the sewer outfall. Oil and fuel runoff from the rail lands are cited as a major problem, and Ministry staff agree that this is a significant problem. However, it is known that combined storm and sanitary sewage enters the sewer during high flow conditions, due to overloads elsewhere in the system.

It would seem imperative to control oil runoff at the railway yards, where an oil/water separator would be much more feasible than at the outfall of the Spadina Avenue sewer. Eventual phase-out of the railway maintenance facilities as part of the railway lands redevelopment, should eliminate most of this problem, but in the meantime, oil fouling of the Spadina Slip could be a frequent occurrance. We fully concur with the consultant's conclusion (page 12), and we urge that the City do whatever is possible to encourage the development of stormwater control on the rail lands in order to improve the quality of stormwater discharge entering the Spadina Avenue sewer.

I trust these comments will be of some assistance to you. Please do not hesitate to call me if you have any questions."

APPENDIX "H"

Report from the Metropolitan Commissioner of Planning Incorporating Positions Taken By Metro Planning, Metro Roads and Traffic and the Toronto Transit Commission.

"Clause embodied in Report No. 8 of the Economic Development and Planning Committee, as adopted by the Council of the Municipality of Metropolitan Toronto at its meeting held on May 11, 1982

SPADINA QUAY SUB-AREA PLAN.

The Economic Development and Planning Committee submits the following report (April 21, 1981) from the Commissioner of Planning:

"The Metropolitan Executive Committee on April 6, 1982, had before it the attached report (April 2, 1982) from the Commissioner of Planning respecting the City of Toronto Spadina Quay Sub-Area Plan Harbourfront Lands, and recommending that the Metropolitan Council advise the City of Toronto that it has no objection to the approval of the Spadina Quay Sub-Area Plan provided:

1. that the Sub-Area Plan is modified to conform with the realignment of Queen's Quay shown on Map 2;
2. that the Ontario Municipal Board modify the Harbourfront Official Plan Amendments and the City of Toronto amend the implementing zoning by-laws to reflect such realignment;
3. the City of Toronto ensure that no buildings be permitted in the corridor indicated on Map 1; and
4. that, in accord with the Ontario Municipal Board decision of December 7, 1981, Metropolitan approval of this Sub-Area Plan be contingent upon issuance of the Board's Order with respect to the Harbourfront Official Plan Amendments.

"During consideration of the aforementioned report, Mr. Eggleton moved that the Metropolitan Executive Committee recommend to Council that:

(1) recommendations Nos. 1 and 2 of the Commissioner of Planning be struck out;

(2) the alignment of Queen's Quay as proposed by Harbourfront be approved, except in the event that a streetcar service is provided on Queen's Quay between Spadina Avenue and Bathurst Street, in which case the roadway shall be realigned as proposed by the Metropolitan Commissioner of Planning in his April 2, 1982 report;

(3) Metropolitan Toronto secure from the Harbourfront Corporation a right-of-way to retain the realignment option proposed by the Commissioner of Planning; and

(4) the Ontario Municipal Board be so advised.

"The Metropolitan Executive Committee referred the aforementioned report back to the Commissioner of Planning together with the foregoing motion by Mr. Eggleton for further consideration and a report thereon to the Economic Development and Planning Committee.

"Comment

"The elimination of the jog in Queen's Quay is considered essential not only for possible future surface transit services but also to accommodate the heavy future traffic volumes that would be generated by the Harbourfront development itself. The principal orientation of this traffic is expected to be toward Bathurst Street due to existing traffic constraints at Yonge Street and Bay Street. It is our view that the jog would reduce the traffic-carrying capacity of Queen's Quay by acting as a "bottle-neck" for all automobiles and transit vehicles using this section of Queen's Quay and that this reduction in traffic capacity is unacceptable in view of the level of development approved for Harbourfront.

"One important benefit of eliminating the jog at this time is that it can be designed into the Harbourfront plan right from the start and the urban design considerations of the adjacent buildings and the park dealt with accordingly. Attached is a letter of the City Commissioner of Public Works to the City of Toronto Planning Commissioner indicating that he is prepared to recommend the easing of the jog on the basis of the attached sketch plan showing a suggested functional design prepared by his Department. It should be noted that this detailed plan is on the same alignment as that proposed in the attached April 2 report.

"Recommendation

"For the reasons detailed above it is recommended that the recommendation contained in the April 2, 1982 report of the Commissioner of Planning to the Executive Committee be approved."

(Communication, March 23, 1982, from the Commissioner of Public Works, City of Toronto, addressed to the Commissioner of Planning and Development, City of Toronto).

"Further to the meeting held on March 15, 1982 between staff of the Metropolitan Planning Department and our respective Departments, I enclose a sketch plan showning a functional design for the Queen's Quay West Extension through Spadina Quay utilizing the road reserve shown by DelCan on their Road Concept Submission to ease the jog adjacent to the proposed park south of Parcel "B".

"In particular, you should note that the proposed design incorporates a left-turn lane for eastbound traffic turning into the driveway between Parcels "A" and "B". Of course, it is assumed that the driveway is only to provide access to parking and loading facilities on Parcels "A" and "B" and not to provide access to Lake Shore Boulevard West.

"I suggest that you now write to the Metropolitan Commissioner of Planning that we are prepared to recommend the easing of the jog in the Queen's Quay West Extension on the basis of this functional plan.

"I should also point out that, having regard for the hazards implicit in locating the access to Parcels "A" and "B" so near the curves in the Queen's Quay Extension, it would be preferable to provide vehicular access to Parcels "A" and "B" at points to the west and east, respecively, of the proposed jog instead of via the proposed driveway."

(Report, April 2, 1982, from the Commissioner of Planning, addressed to the Metropolitan Executive Committee)

"Origin:

"The City of Toronto has requested Metropolitan Planning Department to comment on the Spadina Quay Sub-Area Plan, one of five sub-area plans to implement development of the Waterfront in accordance with Toronto Official Plan Amendment No. 147. This Department has previously reported to the Economic Development and Planning Committee on Amendment No. 147 and with the Legal Department, presented the Metropolitan position at the Ontario Municipal Board. At its meeting of January 19, 1982, your Committee received a report from the Metropolitan Solicitor regarding the Ontario Municipal Board decision of December 7, 1981, in which it was noted that the Board's decision accommodated all of the recommendations of Metropolitan Council, as adopted at its meeting of October 27, 1981, with the exception of matters related to the re-alignment of Queen's Quay West, west of Spadina Avenue. In this, the Board reserved its decision at the request of Metropolitan Toronto, the Harbourfront Corporation and the City of Toronto. It was understood that the Queen's Quay alignment issue would be addressed through review of the Spadina Sub-Area Plan and the Ontario Municipal Board would be requested to finally consider the matter after that review.

"The Spadina Quay Sub-Area Plan is also before the Committee with respect to the protection of a corridor which could acommodate a possible future rapid transit service. Following detailed study, a corridor within the Spadina Quay Sub-Area has been identiied and is also considered in this report.

'"Proposal

"The Spadina Quay Sub-Area Plan establishes detailed development standards for a 6.7 hectare assembly situated south of Lake Shore Boulevard at Spadina Avenue (see attached Map 1).

"Within the Harbourfront Official Plan Amendments, the Spadina Quay area is designated to accommodate mixed residential and commercial use, in addition to a significant recreation and open space component. The Amendments establish detailed performance standards related to various development parcels, circumscribed by a revised road system, also shown on Map 1. The uses proposed include 394 residential units, having a gross floor area of 67 5000 square metres, retailing to a maximum of 12 900 square metres, offices (existing) comprising 11 1000 square metres and 12 225 square metres of land to be dedicated for public open space. It appears that the resulting combined residential commercial density will approximate 2.8 times lot area, expressed over the total net development area.

"Comment

"With regard to land use and density, the Plan is consistent with the overall Harbourfront planning strategy which has previously been reviewed and supported by Metropolitan Council. The remaining matters of concern at this time relate to two components of the transportation system, namely,

- the realignment of Queen's Quay West; and
- the protection of a corridor for a possible future rapid transit service.

"With respect to the Queen's Quay alignment, the submitted Spadina Quay Sub-Area Plan, indicates a "jog" in Queen's Quay at an existing private road west of Spadina Avenue, as shown on Map 1 attached. This jog should be re-aligned as shown on Map 2 to better accommodate future traffic demands and surface transit service. Staff of the City of Toronto Departments of Planning and Development and Public Works have advised that they concur with this re-alignment. It should be noted that this re-alignment is consistent with that shown by the consultant for Harbourfront in the Road Concept Plan as "Road Reserve for Possible Future Re-alignment".

"It is noted that the proposed southern re-alignment of Queen's Quay will eliminate a small portion of the public park to be located adjacent to Lake Ontario, surrounded by Blocks A, B and D (Map 1). This is intended to be the major public open space of the Sub-Area. While it is recognized that a major goal of the Harbourfront project is the creation of substantial areas of publicly accessible open space related to the lake shore, it is concluded that, on the whole, the Harbourfront development will provide sufficient alternative open space areas to offset the loss of this 740 square metre parcel. It is also concluded that considerable open space, accessible to the public, will be located north of the re-aligned Queen's Quay to further increase the provision of recreational opportunities in this area.

"Also shown on Map 1 is a corridor which should be protected through the Spadina Quay area for a possible future rapid transit service. Although the actual alignment may be slightly revised when the alignment of the corridor east and west of the Spadina Quay has been determined, the indicated alignment will adequately safeguard future transit alternatives for this area. To protect this option, it is imperative that the City of Toronto ensure that no structures be placed within the potential corridor. In this regard, it is noted that none of the buildings as illustrated by the various figures of the Spadina Quay Sub-Area Plan have been located within this corridor.

"In its decision, the Ontario Municipal Board indicated that its order approving the Harbourfront Official Plan Amendments will not be issued until an agreement between Metropolitan Toronto, the Harbourfront Corporation and the City of Toronto has been executed and registered. It is our understanding that a finalization of the propsoed agreement has been delayed pending the preparation of a precise legal description of the land affected. However, in order to expedite this development, it is suggested that Council consider this report at this time and that its decision be made contingent upon the Order of the Board being issued. This procedure is acceptable to the Metropolitan Solicitor.

"Recommendation

"It is therefore recommended that Metropolitan Council advise the City of Toronto that it has no objection to the approval of the Spadina Quay Sub-Area Plan provided:

1. that the Spadina Quay Sub-Area Plan is modified to conform with the re-alignment of Queen's Quay shown on Map 2;

2. that the Ontario Municipal Board modify the Harbourfront Official Plan Amendments and the City of Toronto amend the implementing zoning by-laws to reflect such re-alignment;

3. the City of Toronto ensure that no buildings be permitted in the corridor indicated on Map 1; and,

4. that, in accord with the Ontario Municipal Board decision of December 7, 1981, Metropolitan approval of this Sub-Area Plan be contingent upon the issuance of the Board's Order with respect to the Harbourfront Official Plan Amendments."

The Economic Development and Planning Committee also submits the following communication (April 28, 1982) from Mr. Larry Boland, Development Manager, Harbourfront:

"Enclosed is a letter from Harbourfront addressed to the Mayor which is related to Item 5 - Commissioner of Planning.

"Could you possibly make it available to members of The Economic Development and Planning Committee."

(Communication, April 28, 1982, from Mr. Howard E. Cohen, General Manager, Harbourfront, addressed to the Mayor of the City of Toronto)

"Re: Spadina Quay - Queen's Quay Extension.

"The purpose of this letter is to advise you on the current status of the "jog" issue at Spadina Quay.

"You had the matter referred back from the Metro Executive Meeting of April 6, 1982 for further consideration by staff.

"Subsequent to the Executive Meeting, a meeting was arranged with Metro and City officials and a member of my staff. At that meeting it became very clear that the City Department of Public Works, Metropolitan Roads and Traffic and Metro Planning officials are all of the view that the "jog" should be eliminated at this time rather than at a later date when operational realities might determine that such a realignment were necessary. Harbourfront has proposed that the "jog" should be constructed in the first instance. A road reserve would be established at this time to permit the elimination of the jog should it prove necessary in the future. It has been our understanding that the major reason for objection to the jog relates to accommodating potential major public transporation improvements such as streetcars. There are no plans to provide such a service on Queens Quay in the foreseeable future.

"We therefore conclude that the single objective of this view seems to be the uninterrupted flow of traffic that will result from the functional design being proposed.

"While Harbourfront is prepared to accept the decision of the City and Metro officials, we would like to set forth Harbourfront's position on the issue in order to provide you with the broader context in which to consider this decision.

"I Urban Design Objectives

"The entire Harbourfront plan is based on the traditional City relationship between streets and buildings. An extension of the City grid system of streets and the framing of streets with buildings is apparent in all site planning exercises undertaken to date. While the easing of the jog does not destroy this objective, it certainly represents a compromise which we feel is detrimental to the overall vision.

"The buildings will remain in the configuration proposed by our earlier site plan; the easing of the jog will result in some residual open spaces, the area of which would otherwise have formed part of the major park on Spadina Quay.

"II Public Open Space

"The open space network planned for Harbourfront provides for an extremely high level of amenity to the public. The linking of major parks throughout the waterfront with the water's edge promenade is the major principle guiding the development of public open space.

"By easing the jog across the northwest corner of Spadina Gardens, the park will not be as generous as originally proposed. It will still function as a park, but it won't be as good as originally proposed.

"In addition, it is our view that the original design of the street provided for a safer and more familiar form of pedestrian crossing. The accepted design is intended to maximize the flow and speed of traffic to the detriment of the pedestrian. Given the large numbers of people who will be using the park (and proposed marina) area, and the large number of people who will be drawn to the retail and public program spaces to the north of Queen's Quay, we have pointed out that some form of crosswalks sytem may be required to replace the more traditional "corner crossing" which we had proposed.

"III Access to Parking

"As part of the development proposal for the Spadina Quay development, it is anticipated that in excess of 700 parking spaces will be provided, approximately 500 of which will gain access from Queen's Quay. Under the street system proposed by Harbourfront, this access and egress could have been accommodated in a more normal three-way stop intersection. The design currently before you provides for easbound and westbound turning lanes, in order not to slow down the flow of traffic. While we have no doubts that the functional design will work from a traffic engineering perspective, it is a method more traditionally related to suburban arterial roads than inner city streets and as such is contrary to our urban design objectives.

"In summary, the arguments for and against the "jog" proposal can be reduced to functional traffic engineering versus public urban design objectives. Our clear preference would have been to build the jog as proposed with a commitment to ease the jog when operational difficulties relating to streetcars or excess traffic volumes so dictated. We believe that Queen's Quay West should operate as a local street serving Harbourfront and should not in any way be designed in a way to encourage through traffic.

"In any event, we believe that since the issue has been under consideration for over a year, it is now time for a decision. Approvals are necessary in order to expedite consideration of the overall Spadina Sub-Area Plan. In other words, we would prefer a decision to eliminate the jog rather than incur any further delay.

"Thank you for your assistance and support for the Harbourfront Proposal."

The Economic Development and Planning Committee recommends the adoption of the foregoing report of the Commissioner of Planning dated April 2, 1982.

(Copies of the sketch plan and Maps 1 and 2 referred to in the foregoing reports have been forwarded to each Member of Council and a copy of each is also on file in the office of the Metropolitan Toronto Clerk.)

APPENDIX "I"

Letter from Harbourfront Review Committe to Mr. Stephen G. McLaughlin, Commissioner, City of Toronto Planning and Development, received on June 15, 1982.

"At its meeting of January 29, 1981, City Council by resolution created the Harbourfront Review Committee with a mandate to advise the Commissioner of Planning and Development as to the suitability of sub-area plans for the Harbourfront development.

The Committee has met on three occasions to consider the plan for the Spadina Quay Sub-area. In addition to the draft Spadina Quay Sub-area Plan submitted by Harbourfront and dated October 6, 1981, the Committee had before it copies of relevant communications from the Planning and Development Department and the Harbourfront Corporation, and we were apprised of the positions taken by the City's Public Works Department, Metro Planning Department and the Toronto Transit Commission on various issues respecting the Spadina Quay Sub-area proposal.

The Committee has completed its examination of all of the relevant material and is of the opinion that, subject to the points set out below, the Spadina Quay Sub-area Plan is in fact suitable in the context of the Harbourfront Official Plan, Zoning By-law and Master Agreement, and the purpose of this letter is to advise you formally of the Committee's conclusion.

In the course of its consideration of the Plan, the Committee discussed several aspects of the Sub-area Plan which Committee members felt to be of sufficient importance that they be communicated to you and through you to the Land Use Committee and City Council. They are as follows:

1. With respect to the issue of the "jog" in the proposed extension of Queen's Quay, the Committee endorses the Harbourfront Corporation's proposal that the road extension be constructed to include such a "jog" and that sufficient land be offered to the City for dedication for road purposes to permit the realignment of the road to ease the "jog" as set-out in the Harbourfront Transportation Study, should this prove necessary in the future.

2. The Committee unanimously supports the assisted housing quota required for Spadina Quay in the Harbourfront Official Plan and therefore endorses the position in the March 15th letter from Mr. Ted Davidson for the Commissioner of Planning and Development to the Harbourfront Corporation (a copy of which is attached hereto) that the Spadina Sub-area Plan must satisfactorily establish that this housing can be provided on the Quay. In this regard, the Committee is aware that most if not all of the 155 units of assisted housing required will be located on parcel G. We are very concerned therefore that the rapid transit corridor reservation proposed by the Toronto Transit Commission and Metro Planning could make this impossible. This Committee is also concerned that the extension of this rapid transit corridor would bisect Bathurst Quay in an east west direction and would appear to extend westerly of Bathurst Quay over water. The Committee was unanimous in its opinion that the protected rapid transit corridor should extend rather along Lakeshore Boulevard, just as it does to the east of the Spadina Sub-Area.

3. The Committee shares the concerns of the Toronto Board of Education in respect to the lack of facilities for school aged children on Spadina Quay and would support a recommendation that Harbourfront and/or the developer be required to pay the transportation costs for children to attend a designated school.

4. The Committee unanimously endorses the concerns set out in section 3.2.3 of Mr. Davidson's March 15th letter in respect to open space.

5. With respect to a possible application to the Committee of Adjustment for a minor variance in respect to height for the portion of the sub-area west of the Spadina Slip, the Committee understands the position of the architect and the question of marketability of units, but agrees with and supports the position of the Commissioner of Planning and Development in this regard. While the Committee recognizes that this is not a matter within its mandate, it would recommend to both the Land Use Committee and City Council that any such application for a minor variance should be strenuously resisted.

The Committee would like to take this opportunity to express its gratitude to Ms. Eudora Pendergrast of the City's Planning and Development Department and Mr. Larry Boland of the Harbourfront Corporation for the expert advice and guidance extended by them in the course of our deliberations."

(Letter signed by all members of the Review Committee)

APPENDIX "J"

Letter from Mr. N. Edward Davidson, Program Manager, Waterfront and Railway lands Section, Planning and Development Department, (dated March 15, 1982) to Mr. Frank Mills, Director of Planning and Development, Harbourfront Corporation, regarding Spadina Quay Sub-Area Plan.

"In early October, Harbourfront formally submitted a draft Spadina Quay Sub-Area Plan, dated October 6, 1981, to the Commissioner of Planning and Development for review under the terms of the Harbourfront Master Agreement. In accordance with Section 4.2(a) of the Agreement, the Sub-Area Plan was circulated for comments to the City Commissioner of Parks and Recreation, the City Commissioner of Public Works, the City Solicitor, the Metropolitan Commissioner of Roads and Traffic, the Metropolitan Commissioner of Planning, the General Manager of the Toronto Transit Commission, the Director of Education of the Metropolitan Toronto Separate School Board, the Director of the Toronto Board of Education, the Ontario Ministry of the Environment, and the members of the Harbourfront Review Committee.

1. Formal Responses Received

To date, formal responses have been received from the following:

- The City Commissioner of Parks and Recreation (November 16, 1981);
- the Director of Education of the Metropolitan Toronto Separate School Board (November 19, 1981);
- the General Manager of the Toronto Harbour Commissioners (December 15, 1982);
- the City Commissioner of Public Works (January 5 and 12, 1982); and
- The General Manager of the Toronto Transit Commission (January 19, 1982).

Copies of these responses were forwarded to Harbourfront as they were received. However, a complete set is also attached to this letter.

2. Formal Responses Not Yet Received

I have attached the following informal advice from those individuals, agencies and groups which have not yet formally responded to the draft Sub-Area Plan:

City Solicitor:

The City Solicitor has verbally advised me that he will not be commenting on the draft Sub-Area Plan. As you know, Mr. Dennis Hefferon, the City's Special Counsel, has generally acted for the City Solicitor on matters related to Harbourfront.

Metropolitan Commissioner of Planning and Metropolitan Commissioner of Roads and Traffic:

The Metropolitan Commissioner of Planning will be forwarding a formal response, which will also incorporate the views of the Metropolitan Commissioner of Roads and Traffic and the Genral Manager of the Toronto Transit Commission, respecting a rapid transit right-of-way through Harbourfront, referred to in Section 7.2.2 of the Harbourfront Official Plan, and the elimination of the "jog" in the proposed extension of Queens Quay. To date, I have received only a preliminary response from Metro Planning regarding these issues, which are obviously important in the review of the draft Sub-Area Plan. Metro officials will be meeting with us early this week before submitting a formal response, which will also be submitted to the Metropolitan Toronto Economic Development and Planning Committee, presumably for consideration at its March 17th meeting.

The Director of the Toronto Board of Education:

To date, I have not recieved a written response from the Toronto Board of Education. However, in a telephone conversation with Ms. Eduora Pendergrast, Mr. Otto Langmark of the Board's staff advised that the Board's chief concern was with the apparent lack of the facilities for school-age children. Mr. Langmark noted that in the case of the Harbourfront Square development, the Board requested that the developer enter into an agreement to pay the transportation costs of sending children within the development to a designated school.

He suggested that the Board would probably make a similar recommendation with respect to the Spadina Quay development.

Ministry of the Environment:

The Ministry of the Environment was not forwarded a copy of the Sub-Area Plan until December 7, 1981, following the approval by the Ontario Municipal Board of a modification to the Harbourfront Official Plan, proposed by the Ministry of Municipal Affairs and Housing and endorsed by City Council, which states that "it is Council's intention to consult with the Ministry of the Environment regarding relevant environmental matters mentioned in Section 6 of the Harbourfront Official Plan."

Mr. Don Pirie of the Ministry has advised me that he will be forwarding the Ministry's comments to me in the near future. I consider these comments to be important to Council's consideration of the Sub-Area Plan. Therefore, although it is unnecessary to prolong this stage of the Sub-Area Plan review process until these comments are received, I will ensure that the Ministry's comments are before Council when the formal approval of the Sub-Area Plan is under consideration.

Harbourfront Review Committee:

The Harbourfront Review Committee has met twice to consider the Spadina Quay Sub-Area Plan. A third, and possibly final, meeting on the Sub-Area Plan is scheduled for Tuesday, March 16.

3. Comments of Planning and Development Staff Regarding Responses from other Agences

I have attached copies of letters responding to comments from the Metropolitan Separate School Board and the Toronto Harbour Commissioners. In respect to the latter, I would draw your particular attention to the Commissioners' concerns regarding a possible comprehensive study, commissioned by the Commissioners and Harbourfront, of the Central Waterfront railway network; the provision of a bad weather berth for the airport ferry at Berth Number 213; and the maintenance of navigation depths at the Canada Malting berth. I would request that you let me have your specific response to these concerns, as well as your reactions to the other points raised in Mr. Brown's letter.

Other than the issue of the job elimination, I see no basis in the letter from the General Manager of the Toronto Transit Commission for changes in the Spadina Quay Sub-Area Plan submission. The issue of the "jog" cannot be adequately addressed until a formal response is received from Metro Planning.

I generally endorse the comments and recommendations of the City Commissioner of Public Works as set out in his letters of January 5 and 12, 1982, although a final detailed position on the issue of the "jog" and a decision respecting its precise design and alignment are premature until I have had an opportunity to review, with the City Commissioner of Public Works, Metro Planning's formal response on this matter.

3.2 Other Matters of Concern to the Planning and Development Department

3.2.1 Boundaries of the Sub-Area

The draft Sub-Area Plan should be amended to reflect Harbourfront's decision not to proceed with Phase B at this time.

3.2.2 Description of the Development Potential of Remainder of Mixed Use Area D - Spadina Quay and Assisted Housing Goals

Sections 2.1 and 2.16 of the Sub-Area Plan require revisions to include more detail on how the Harbourfront Official Plan's assisted housing goals for Spadina Quay are to be satisfied. The explanation must take into account the fact that, in accordance with Metro's preliminary response, a substantial portion of Parcel g, now identified in Section 2.16 as the site of up to 155 units of assisted housing, is located in an alignment proposed by the Toronto Transit Commission and Metro Planning for the rapid transit corridor referred to in Section 7.2.2 of the Harbourfront Official Plan and in the three-party agreement between the City, Metro and Harbourfront. The development potential of Parcel g will also be constrained by the location of the Portland Street extension and, at least for the foreseeable future, by existing railway tracks.

If it cannot be satisfactorily established that Parcel g can accommodate the assisted housing quota for Spadina Quay, it may be necessary to recommend to City Council that it make the development of Parcel h conditional on the inclusion or prior development of Spadina Quay's quota of assisted housing.

3.2.3 Open Space

Sections 2.6 and 2.7, Table 1 and Appendix II of the Sub-Area Plan relate to the issue of public open spaces in Harbourfront. After reviewing these portions of the Sub-Area Plan, I have the following comments.

(a) The calculation of the size of the "Prelminary Public Park", referred to as Spadina Gardens and to be offered for dedication for parks purposes, may have to be revised to eliminate any land which may be required for dedication as a road reserve in conjunction with the resolution of the "jog" issue. In addition, the area of Spadina Gardens should not include any areas used for elements of the building or Parcel d, such as driveways or service areas, since these areas will not be available for use as parkland or public open space.

(b) The .35 acre "Secondary Public Park", also proposed to be offered for dedication, consists of a portion of the existing right-of-way of Queens Quay. In addition to my comments respecting the proposed space at the head of Spadina Slip set out under (d) below, which also apply to the "secondary public park", this area has been identified to date by Metro Planning and the Toronto Transit Commission as part of the rapid transit corridor referred to in Section 7.2.2(i) of the Harbourfront Official Plan.

(c) If the .85 acres described as "sidewalks and boulevards" are located within the rights-of-way of streets to be conveyed to the City, they cannot be counted as part of the 40 acres of open space. This judgement is based on Section 6.1(a)(i)(gg) of the Master Agreement, which states that it is the intention of the Parties "that the City shall lay out and dedicate as a public highway the right-of-way which has been conveyed to it". If the land is to be dedicated as a public highway, I do not see that it can reasonably count as open space, certainly not open space to be offered for dedication for parks purposes.

(d) The proposed square and the portion of water's edge promenade located on the filled portion of Spadina Slip do not meet the requirements of Section 4.1 of the Harbourfront Official Plan since they are located on an area created by filling in one of the areas of water identified in that section. I would be prepared to examine the possibility of recommending the amendments necessary to have these spaces qualify as part of the 40 acres if I could be satisfied that they would be in substantial conformity with the guidelines set out in Schedules "C" and "D" of the Master Agreement and with open space policy statements in the Harbourfront Official Plan. The following are my primary concerns respecting conformity.

First, the square does not appear to be "significant in relation to the form of existing buildings" as called for in Item 2 of Schedule "C".

Second, the square is separated from the water's edge promenade to the south by a major street (the proposed Queens Quay extension), from the Francophone Centre to the west by another major street (the proposed Spadina extension), and from the Gardiner/Lakeshore corridor by nothing other than the existing Queens Quay road allowance, which has to date been identified by Metro Planning and the Toronto Transit Commission as part of the rapid transit corridor. This situation does not appear to conform to the policy, set out in Section 4.3 of the Harbourfront Official Plan, that, in determining the appropriate locations of public open spaces, "Council will have regard for the desirability of establishing a continuous public promenade along the water's edge linking new open spaces that are framed and enhanced by new development".

Third, given the lack of protection from north and northwest winds, it does not appear that sufficient consideration has been given to the use and appearance of the square in all seasons, as called for in Item 5 of Schedule "C".

Finally, wind protection has not been provided by buildings on the north and west edges of the square, as suggested in Item 9 of Schedule "C".

(e) Section 2.6 should be amended to specifically state that, should the landscaping of any land be offered for dedication be the subject of a design competition, the Commissioners of Parks and Recreation and Planning and Development will be represented on any jury or panel established to evaluate the submissions and choose a winning design.

In view of the considerations set out under (a)-(e) above, it would appear that substantial revisions are required to the portions of the Sub-Area Plan dealing with open space.

3.3 Definition of Building Parcels in Relation to Development Review

The parcel boundaries established in the Sub-Area Plan are sufficient to accurately indicate the site plan and to allocate development potential. However, they may not be appropriate for purposes of development review under Section 40 of the Planning Act. This is because, based on our preliminary review of plans for the proposed buildings, it appears that certain necessary building elements, such as driveways, steps, and servicing areas, are not always included within the parcel boundaries shown in the draft Sub-Area Plan. In such cases, different parcel boundaries will have to be defined for purposes of development review so that the plans recommended for Council approval will include all of the necessary elements of the building in question. This matter was discussed in some detail in a meeting on March 4, 1982, attended by Ms. Leslie Yager, Mr. Peter Colguhoun, Ms. Eduora Pendergrast and Mr. Arthur Sissions.

4. Procedure for Processing Spadina Quay Sub-Area Plan

Section 4.2(b) of the Master Agreement, which establishes the procedure for forwarding the comments received as a draft sub-area plan, reads as follows:

> "4.2(b) Notification of Corporation of objections to plan
>
> As soon as possible after the receipt of comments, if any, from the officials or agencies to whom he has circulated a draft sub-area plan and supporting material pursuant to paragraph 4.2(a), but in the ordinary case not later than the expiry of 90 days after the date on which a sub-area plan and supporting material which comply with the requirements of paragraph 4.19(a) have been received by the Commissioner of Planning and Development, the Commissioner of Planning and Development will

> notify the Corporation in writing of any adverse comment which he has received and of any objection which he may have to the draft sub-area plan and supporting material in question, and will invite the Corporation to comment thereon or to respond thereto.

Although it is regrettable that all of the agencies requested to review the Sub-Area Plan have not yet formally commented, notwithstanding that considerably more time than 90 days has elasped, I do not feel that the Spadina Quay Sub-Area Plan submission consistutes "the ordinary case". This is because of its relationship to the issues of the precise alignment of the extension of Queens Quay West and the protection of a rapid transit corridor within Harbourfront, both of which were central to Metro's decision to support the Harbourfront Official Plan. In particular, the issue of the "jog" on Queens Quay is still reserved from the Ontario Municipal Board's decision on the Harbourfront Official Plan.

I am, however, forwarding the comments I have received to date, as well as comments from this Department, in hopes that as many issues as possible can be resolved prior to the resolution of the issues of the "jog" and the rapid tranist corridor, and any issues which may be raised in the response from the Ministry of the Environment.

If all other issues are satisfacorily resolved, it would probably be possible to recommend that Council approve the revised Sub-Area Plan, conditional on the resolution of the "jog" issue.

In summary, it is my view that, subject to the satisfactory resolution of the issues raised by this Department and by other agencies and departments who have or will be commenting, the basic site plan and distribution of uses proposed in the Spadina Quay Sub-Area Plan are satisfactory. As indicated in Section 3.2 above, the primary areas of concern to this Department, beyond those raised others who have commented, involve the provision of assisted housing and the appropriate distribution and development of pbulic open space in accordance with the Harbourfront Official Plan and Master Agreement.

I look forward to receiving your response to the concerns addressed in this letter so that a satisfactorily revised Spadina Quay Sub-Area Plan can be expeditiously reported onto Council.

If you have any questions regarding matters raised in this letter, please do not hesitate to contact me or Ms. Eudora Pendergrast of my staff at 367-7611."

APPENDIX "K"

Letter to the Commissioner of Planning and Development from Harbourfront Corporation (Dated May 17, 1982), Responding to March 15 letter from Mr. T. Davidson

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"We are in receipt of the 15 March 1982 letter which outlines with considerable detail the status of the review of the Spadina Quay Sub-Area Plan submission and of the attached correspondence from the other reviewing agencies. In spite of the fact that some of the agencies have failed to formally review the Plan we are also anxious to resolve as many of the outstanding issues as possible prior to the receipt of all comments. The following is Harbourfront's response to the issues raised to date.

1. Response to comments received from the Toronto Harbour Commission and from the Commissioner of Public Works

a) (i) With respect to the situation regarding the existing railway line, Harbourfront has reached agreement with the T.H.C. to commission a study which will assess the feasibility of removing the main lead presently running through the Harbourfront lands. Although the Sub-Area Plan assumes that the lead will "eventually be removed or relocated," the physical configuration of the Spadina Quay plan has been designed to, among other objectives, elininate any dependence of the proposed development on the removal or relocation of the trackage. However, we have no objections to the removal of that sentence from the Spadina Sub-Area Plan text.

(ii) The Spadina Quay Sub-Area Plan, Phase A, has to our knowledge, no possible impact on the bad weather berthing of the airport ferry. When a submission of the Phase B of the Plan is made, Harbourfront will give consideration to that concern.

(iii) Phase A of the Plan has no possible impact on the maintenance of navigational depths in the Canada Malting berth. Furthermore, there is at present, no evidence to suggest that development of Phase B will occasion any alteration to the navagational depths in excess of the natural and continuous process of silt deposit and debris accumulation.

(b) In response to the letter from the Commissioner of Public Works we have the following comments:

(i) Harbourfront concurs with all recommendations regarding modifications to the Sub-Area Plan text with respect to sections 2.4, Connections with Public Streets, 2.5, Municipal Serivces, 2.17, Environmental Goals and 2.10, Services and Loading Facilities. Amended maps and tables are attached as detailed in Section 9 of this letter.

We would like to ensure, however, that the noise impact statements to be provided on a parcel by parcel basis are reviewed in the context of the overall site plan and the noise impact statement previously submitted, rather than in isolation on a parcel by parcel basis.

(ii) For a response to the Commissioner's comments regarding parking, we will forward to you a copy of a letter addressed to the Commissioner of Public Works which addresses this issue.

2. Boundaries of the Sub-Area

With respect to Section 3.2.1. of the letter regarding the boundaries of the Sub-Area, the above discussion should clarify Harbourfront's position on the relationship of the two Phases of the Plan. We would draw attention to the Sub-Area Plan text, page 1, where it states that "Phase A of the Sub-Area Plan, therefore constitutes a complete ... submission as defined in the Master Agreement. It can be reviewed separately and prior to the submission of the Phase B of the Plan." Consequently we feel that no amendments are required to reflect a position that is already explicit in the Sub-Area Plan submission and confirmed in our letter of your on Dec. 9, 1982 (copy attached).

3. Description of the development regarding the remaining development potential, the letter raises two concerns:

a) The first concern is the possibility that Parcel G, as described in the Sub-Area Plan has constraints severe enough to preclude the development of sufficient building mass to accommodate Spadina Quay's quota of assisted housing. Attached to this letter are a series of massing studies for both Parcels G and J which illustrate, to our satisfaction, that both parcels, as defined, have considerable massing and bulk flexibility. The precise building configuration cannot be determined until the exact location of the Portland Street extension is agreed one. These massing studies indicate that the site can accommodate, and in some cases, has the potential to exceed considerably the floor areas projected in the Sub-Area Plan.

potential impact of the tentative routing of a future rapid transit corridor on Parcel G. Given the critical location of the Harbourfront lands within the City it is not unexpected that certain portions of land will be the subject of complex planning problems. In that sense the Spadina Quay Sub-Area Plan is no different from the future Sub-Area Plans which will face as yet unknown constraints. Recognizing this and the fact that the planning issues concerning Parcel G could not be resolved within the same time frame as those for the remainder of Spadina Quay, Harbourfront originally excluded Parcel G from the Sub-Area boundaries. For a further discussion please see the following section.

4. Rapid Transit Corridor

The Metropolitan Planning Department's letter of 10 March 1982, which also speaks for the Toronto Transit Commission, concludes that they "are confident that a future transit line could be accommodated north of the north limit of the building line indicated" in the Sub-Area Plan. With respect to the routing of this corridor west of the Sub-Area boundary, Harbourfront's position is that given the availability of equally viable alternate routes for the corridor, the northerly routes should be heavily favoured. The Harbourfront Review Committee has concurred with our position with its recommendation against the southern route citing the reasons of the negative impact on Parcel G and on Bathurst Quay. Harbourfront is looking forward to receiving srong support from planning staff in this crucial matter. In addition, Harbourfront has retained consultants, M.M. Dillon to ascertain the feasibility of more northerly routing for the ITCS and it is our intention to present review our findings for discussion with the T.T.C. and other appropriate officials.

5. Open Space issues

a) With respect to Section 3.2.3 of the letter, we agree with the comments included in paragraph (a), and we are submitting an accurate recalculation of the areas of Open Space in the form of a revised Table 1.

b) The judgement in paragraph (c) that sidewalks and boulevards within street rights-of-way are not intended to be counted as part of the 40 acres of Open Space contradicts that explicit intent of Section 4.1 of the Official Plan. We concur with the statement that such areas can not be "offered for dedication for parks purposes", however the Sub-Area Plan does not offer them as part of the 20 acres required to be offered by Official Plan Section 4.2. Instead they are included as part of the balance of the 40 acres total required by Section 4.1.

We would like to draw attention to the exact wording of Section 4.1. which states that such areas (those comprising the balance of the 40 acres exclusive of the land offered for dedication) "be comprised of land not covered by buildings or public street pavements" and "be accessible to the public". Although neither Mr. Davidson nor Ms. Pendergrast were involved in the original formulation of that particular Section, the choice of the words "exclusive of street pavements" as opposed to "exclusive of streets rights-of-way" was deliberate and it was understood by all involved that sidewalks and boulevards were to be included in the calculations of the 20 acres of Open Space not offered for dedication.

c) With respect to paragraphs (b) and (d) of the letter, we do not concur with the assessment that the "Spadina Square" created by filling in a portion of the Spadina Avenue Slip does not appear to be a significant public sçace or in conformity with the guidelines set out in Schedules "C" and "D" of the Master Agreement. Harbourfront maintains that the proposed square is one of the most sybolically significant public spaces within the western portion of the Harbourfront lands. We make this judgement on the basis of the long standing urban design tradition of elaborating the arrival of a major street of a City at its waterfront. With respect to the Guidelines, we are also attaching a letter from our public space design consultant which establishes the location and the design of the square as being in substantial conformity with each point contained in the Schedule.

d) The Sub-Area Plan submission acknowledges that Official Plan Section 4.1. excludes the area created by fill in the Spadina Avenue Skip from calculations of Open Space, however it stops short of proposing the possibility of introducing Official Plan amendments to rectify the situation. In that regard Harbroufront welcomes the proposal to consider such amendments. In addition, we would further suggest that consideration be given to an amendment that would enable this area and the Water's Edge Promenade at the new head of the Slip to be included as part of the 20 acres of land capable of being dedicated for parks purposes. Harbourfront is suggesting this so as to allow for the possibility of a continuous dedication of the Water's Edge Promenade.

Since the Official Plan amendments proposed above have no physical impact on the areas in question, we suggest that the processing of the Sub-Area Plan can proceed and not be conditional on the securing of such amendments. At the time such amendments are secured, agreements pertaining to the approved Spadina Sub-Area Plan can be also amended accordingly.

We would also like to request a meeting between staff of Parks and Recreation, Planning and Development and our public square design consultant in order to make a presentation of the preliminary design of the Spadina Square.

e) With respect to paragraph (e) of the letter, Harbourfront's intention was to request representation from the Commissioners of Parks and Recreation and of Planning and Development on a jury, in the event of a competition for the landscaping of the park area. Presently Harbourfront is planning to short-list several firms and invite submissions for the design of the landscaping of the park. Participation in the review of submissions will be requested from the Commissioners of Parks and Recreation and of Planning and Development.

6. Definition of Parcel Boundaries

With respect to section 3.3. of the letter it would seem that the difficulties suggested vis a vis development review under Section 40 of the Planning Act stem from the access proposed for Parcel D and potentially for Parcel C. To avoid such problems Harbourfront is proposing to amalgamate Parcels A, B and C into one large parcel given that the proposed north-south road link from the Queen's Quay West extension to Lakeshore Boulevard between Parcels A and B is now a private roadway terminating within the parcel boundaries.

In addition, the ramped access to Parcel D will be incorporated entirely within the parcel boundaries, although a lane to the west of the parcel, in order to give access to the building, may still be required. It may also be desirable to continue the lane to the south in order to provide vehicular access to the water's edge. The exact area of the lane will be deducted from the area to be dedicated at the time that the parks' agreements are finalized. We attach a revised Plan 2a, Parcels and Dimensions to replace the plan presently contained in the Sub-Area Plan submission. We would like to draw attention to the changes in the extent of the parcels, specifically the exclusion of the lands to the north of and those covered by the hydro easement and the rail easement. These had previously been included as parts of Parcels A and B. We propose this in order not to unnecessarily encumber the areas presently under consideration for the transit corridor. The Sub-

Area boundaries remain unchanged. The lands to the north of the rail lead, previously part of Parcel A, will still remain as a surface parking area as proposed in the original submission.

7. Alignment of Queen's Quay West Extension

Following the most recent meeting attended by representatives of Harbourfront and the City of Toronto Department of Public Works and Metropolitan Planning Department officials, it has become clear that notwithstanding Harbourfront's urban design and planning objectives, there is insufficient support at either the City or Metro level for Harbourfront's compromise solution to the "jog" issue. While we still firmly believe that the jog is the best solution given the issues of urban design, access, pedestrian environment and safety, etc., Harbourfront is prepared to accept the functional design in Queen's Quay proposed by the Commissioner of Public Works in his most recent correspondence. For a more detailed explanation of Harbourfront's position we refer you to our letter to Mayor Eggleton, dated April 28th.

8. Queen's Quay Extension Servicing

Harbourfront is now seeking permission to proceed expeditiously with the servicing of the Queen's Quay West Extension in advance of both the Sub-Area Plan Agreement and the Servicing Agreement. The construction documents, both drawings and specifications, have been reviewed by the Department of Public Works staff and are now completed. They have been revised to incorporate all of the comments and technical requirements raised by the Commissioner of Public Works. Harbourfront is expecting the final technical approval of the documents in the near future. We offer any assistance that you may require in the event that a planning report to Council is required to obtain authorization to proceed with the servicing.

9. Modifications to the Sub-Area Submission

a) As discussed in Section 5a) of this letter Harbourfront is now submitting a revised Table 1, Open Space Areas which reflects the changes to the alignment of the Queen's Quay extension. Also attached is a version of the Table which is consistent with the Official Plan amendments proposed in Section 5d).

b) Attached please find a revised Table 2, Proposed Uses and Gross Floor Areas, which reflects more accurately the uses now being proposed and which increases the margin of Gross Floor Area now being proposed and which increases the margin of Gross Floor Area flexibility from ±10% to ±15% for Parcels A, B and D. This is necessary due to the unusual configuration and building type proposed for Parcels A and B and the as yet unresolved distribution and quantities of uses. The overall Sub-Area Gross Floor Area totals remain unchanged.

c) Harbourfront is also submitting revised Table 3, Parking Requirements and 4, Loading Requirements, attached, which correct the typographical and minor arithmetic errors contained in the original submission. Revised Table 3 also reflects the changes in the allocation of recreational parking, specifically its distribution over all Parcels including Parcel D. The original submission limited recreation parking to Parcels A and B only.

d) As discussed in section 6 of this letter, Harbourfront is submitting a revised Plan 2a, Parcels and Dimensions, which reflect the proposed changes to the parcel boundaries.

e) Harbourfront is also submitting a revised Plan 3a, Open Space, which reflects the changes contained in Table 1. Also attached is a further revision to Plan 3a which is consistent with the Official Plan amendments proposed in Section 5d) of this letter.

f) Finally, Harbourfront is submitting a revised Plan 4b, Vehicular Access, attached, which indicates changes precipitated by the easing of the jog, elimination of the road link to Lakeshore Bolevard between Parcels A and B and the shifting of the access point in Parcel D.

We trust that all formal comments that have not yet been received will not be permitted to impact negatively on the status of the Sub-Area Plan. Given that 6 months have elapsed since the original submission date, we can only assume that the Sub-Area Plan has raised no serious concerns in those agencies which have failed to formally respond to date. We feel that we are in a position where we may resolve all the issues outlined and proceed to Council expeditiously.

In the meantime, in addition to the meeting we have already requested to review the design of the Spadina Square, we would also request a meeting between Harbourfront staff, Planning and Development staff and the City Solicitor, in order that he may commence the drafting of agreements that will result from Council's anticipated approval of the Sub-Area Plan.

We look forward to these discussions and to the resolution of all the issues, some of which we hope we have helped to clarify. If there are any questions regarding the above, please do not hesitate to contact Mr. Frank Mills or Mr. Larry Boland."

(Signed)

Land Use Committee

July 5, 1982

Howard E. Hohen General Manager

July 5, 1982

Land Use Committee

Comments on Spadina Square, in Relation to Guidelines Respecting Open Space that are to be Offered for Conveyance to the City

1. "A variety of interrelated and complementary open spaces suitable for a range of active and passibe recreational activities should be provided."

Spadina Square is linked to other open spaces at Harbourfront by street sidewalks, covered arcades, and one mid block route. It is a hard-surfaced, urban space as contrasted with other spaces at Harbourfront which are softer and greener. It is conceived as accommodating passive recreation.

2. "Open spaces should be designed to have their own identity and should be significant in relation to the form of existing buildings. Means for achieving this should include the deployment of buildings of appropriate scale and the use of landscaping to provide spatial definition for the open space."

Spadina Square is highly distinctive in its identity as the opening of Spadina Avenue to the Harbour. Buildings have been aligned on both sides to frame this view. Banks of trees have been proposed on three sides to give spatial definition to the Square.

3. "To provide public access and definition, open space should be bordered by streets, the water's edge promendade and/or public walkways."

Spadina Square is bordered by streets on three sides. The water's edge promendade stretches along its southern edge.

4. "Important views of, and vistas to the water should be enhanced and created through the location of new buildings and the design of open spaces. In particular, pedestrian views and views from the main east-west street of the water at each slip head should be maintained and enhanced by the location of buildings and landscaping."

A vista to the water stretches across the southerly edge of Spadina Square. Four pylons further make this view, the tallest of which, on the axis of Spadina Avenue, forms a park with the tower of Knox College several blocks to the north. By this means, it is hoped to intensify the vista to the water from Spadina Avenue north of Front Street.

5. "In the design of open spaces, consideration should be given to their use and appearance in all seasons."

As a primarily hard-surfaced urban space, Spadina Square will maintain a similar appearance throughout the year.

6. "Open spaces should be design to incorporate important pedestrian circulation lines."

At the intersection of Spadina Avenue and the Queen's Quay Extension, Spadina connects two important pedestrian circulation lines. In addition, a proposed new pedestrian route will connect past the Francophone building to the east entrance of the building to the west on Parcel 'D'.

7. "Where feasible, uses which are accessible to the public should be encouraged at grade level in buildings located adjacent to open spaces."

Buildings to the west of Spadina Square are proposed to accommodate uses accessible to the public at grade. Harbourfront will consider locating uses accessible to the public in the ground floor of the building at 417 Queen's Quay West.

8. "In the selection of plant materials, consideration will be given to the plant species commonly found in Southern Ontario."

It is proposed to employ plant materials commonly found in Southern Ontario.

9. "In considerating the design of open spaces regard should be had for: avoiding the creation of adverse wind conditions are grade; providing wind protection by building on the north and west edges of open spaces and streets, creating open spaces that exploit winter sun conditions to modify temperatures, using small scale elements, such as walls, plantings and shelters to create localized wind-protected and snow-controlled areas; and providing where possible, sheltered pedestrian routes and entrances to buildings such as covered walkways, arcades, colonnades and courtyards."

The buildings surrounding Spadina Square give wind protections, as do the arcades at their bases. In addition to this, banks of trees to the north offer furthe protection. The entire Square is open to south sun. The raised reflecting pool gives some break between the traffic to the west on the Spadina Extension, and the pedestrian area to the east.

10. "Careful attention should be paid to the landscaping treatments employed along boulevards. In all cases adequate room within the public right of way should be preserved to achieve an appropriate level of landscaping while leaving sufficient room for proper growth and maintenance."

The median of the Spadina Extension will be landsacped. The street sidewalks will all also be landscaped, with priority being given to pedestrian movement. (See attached drawing of typical condition - not at Spadina Square.)

APPENDIX "L"

Letter to the Commissioner of Public Works from Harbourfront Corporation, Regarding Recreational Parking in Spadina Quay Sub-Area.

In your letter dated January 5, 1982 you raise concerns about the proposed future recreational parking supply, and in particular, about the possibility of an excessive supply which could potentially affect the overall Harbourfront transportation plan.

I would like to clarify the significance of the numbers of parking spaces associated with certain of the lots indicated on Figure 4a of the Sub-Area Plan Submission. In doing so, it will become clear that the net addition of recreation parking spaces is significantly less than the 735 spaces noted in your comments. Lot A, which is currently in use, was constructed as a surplus lot on lands leased from the Corporation of Metropolitan Toronto toabsorb parking demands which cannot be accommodated on Harbourfront lands on weekends. Its central position relative to Harbourfront lands permits to to serve most of Harbourfront's recreational activities. Portions of Lot B have been operating for several years and have accommodated a minimum of 125 cars in order to serve such uses and the 417 Queen's Quay office building, the Canadaian Underwater Divers Training Centre and the Island Yacht Club Tender.

The lands on which the proposed development will be constructed previously accommodated up to 300 cars to serve such uses as F&N Yachts and recreational uses formerly located on Spadina Quay. Lot A and Lot B were included in the sub-area plan submission in order to indicate that a significant portion of the surface recreational parking spaces formerly located on Spadina Quay would be replaced by increased use of Lot A and the additional spaces to be provided on Lot B. This is in concenrt with Harbourfront's overall parking policy to maintain, where possible, existing recreational parking supply. This policy was suggested by the Commissioner of Public Works in regard to the Terminal Warehouse Sub-Area Plan. Given the preliminary results of the Parking Survey, which were forwarded to you, it would appear prudent to apply a similar policy to Spadina Quay in the short term.

A portion of the additiona 307 parking spaces on Parcel A and B would serve the same function as that indicated for Lot A and Lot

B. More importantly, the bulk of these additional spaces would be provided to serve the additional parking demand generated by the retail and office component and Harbourfront programming spaces to be contained in the proposed development.

A significant retail component ranging between 10,300 - 12,900 sq.m. (GFA) space would be located in the proposed development. This component is sufficiently large to be considered a regaional attraction and thus will generate a parking demand exhibiting some similar characteristics to such retail centres as the Terminal Warehouse. Your comments on the Terminal Warehouse Sub-Aea Plan indicated that the minimum zoning by-law requirements for retail uses may not be sufficient to handle peak period demand on weekends. While we do not agree with the projected statistical impact suggested in your comments on the Terminal Warehouse Sub-Area Plan, we do not disagree that it may be prodent to provide additional spaces. Using the statistics provided in your comments regarding the Terminal Warehouse Sub-Area Plan results in a peak period demand in the range of 150 to 350 parking spaces, or 50 to 250 spaces in excess of the minimum zoning by-law requirement. The Spadina Quay Sub-Area Plan, Table 3 (revised April 1982) indicates the provision of 307 recreational parking spaces, therefore, a range of 57 to 257 spaces in excess of the minimum zoning by-law requirement may be available for the retail uses during the peark period demand (please see attached chart). The provision of 307 recreational parking spaces is therefore able to meet both a maximum projected statistical demand for retail uses on Saturdays and a possible peak period demand for recreational uses on Sundays.

Also two conditions on Spadina Quay may render the additional provision of spaces for retail uses not only prudent, but desirable. The Terminal Warehouse parking supply included a large component related to office uses which would be available on weekends for retail use. The office component proposed for the Spadina development is relatively small and generates demand for relatively few spaces. Secondly, the Spadina retail development is not as well-served by public transit, nor is it as readily accessible as the Terminal Warehouse Development. It may be anticipated that the modal split to auto would be somewhat higher on the western quays of Harbourfront in comparison to the easterly quays. This would likely increase parking demand related to non-residential uses, and retail uses in particular. In summary, the location and regional characteristics of the Spadina Quay retail uses suggest that additional parking spaces will be required over the minimum parking standards in the Zoning By-law.

Since the proposed development will also contain approximately 5,000 sq.m. for Harbourfront programming uses, the parking demand, particularly on weekends, could also be in excess of the minimum

Zoning By-law standards. The Terminal Warehouse Sub-Area Plan requires that Harbourfront maintain 450 parking spaces on York Quay in recognition of the recreational activities located at York Quay Centre, the York Quay park and water's edge, and the 222 Warehouse. Since the proposed Harbourfront programming space at Spadina will not be as large, intense and diverse as that located on York Quay, and since York Quay Centre should still be regarded as the prime focus for Harbourfront sponsored programmes, it is clear that the order of magnitude of additional recreational parking spaces on York Quay need not be provided on Spadina. Nonetheless, the Programming space to be located on Spadina Quay is sufficiently large to contain major recreational uses and the 1.5 acre park and water's edge will also generate significant recreational uses. Thus, based on our experience at York Quay, a good proportion of the additional 307 spaces should be regarded as serving a moderate recreational parking demand.

Also, as you are aware, Section 23(2) of the Zoning By-law requires that a minimum of 50 parking spaces be provided for any proposed marina to be located on Spadina Quay. Since Harbourfront has not yet ascertained how or whether such spaces may be accommodated in a marina/pier structure, it is important to ensure that this development may accommodate them if their provision proves physically or economically prohibitive elsewhere on Spadina Quay.

In summary, it is Harbourfront's view that the proposed additional recreational parking supply replaces existing spaces lost through development and reasonably resonds to aniticipated demands. This is corroborated by the preliminary results of the Parking Survey, which in our view indicates that where possible it would be prudent to provide additional recreational parking spaces for any major increase in multi-use Harbourfront recreational facilities. While it is not possible to quantify such a recreational demand, the additional 307 spaces do not seem to be excessive.

It is also evident that Harbourfront's recreation parking policy must take into consideration two important factors which cannot be gauged by the Parking Study. Firstly, since Harbourfront is a phased development, the implementation of any parking policy must be similarily phased. This entails a reasonable balance between long term parking spaces provided in new developments and temporary surface lots. Specifically, Lot A and Lot B cannot be relied upon as permanent facilities for recreational parking, since they could ultimately be eliminated as a result of new development or Metro requirements. While we do not believe these lots to be surplus, parking controls can be more efficiently and economically instituted on surface lots than on permanent facilities which require a minimum economic return to justify their construction. Not only do temporary surface lots provide a relatively easy means to augment or limit parking supply on a short term basis, they are the best means to do so during a phased development.

Harbourfront currently monitors its parking supply to this end, and would monitor its future supply as permanent facilities are phased into operation.

Secondly, given that lots A and B should be regarded as temporary, Hrbourfront must take advantage of every opportunity made available to construct permanent parking facilities at no cost to the public sector. It the 307 additional spaces are not provided in the proposed development, and parking demand generated by the retail and Harbourfront recreational facilities is as significant as we anticipate, there is no further physcial opportunity to provide these spaces on Spadina Quay at a later date. However, if such spaces are provided and the situation arises whereby an over-supply is created, it is possible to impose various controls and pricing policies on the surface or permanent lots to achieve both Harbourfront's and the City's transportation planning objectives. Finally, any problems of over-supply generated by activites on Spadina Quay in future developments if the additional recreation parking is not constructed as part of the proposed Spadina Quay development.

You have expressed some concern that excessive recreation parking supply could encourage commuter use of the proposed lots. The terms of the lease with the Corporation of Metropolitan Toronto prohibits its use during th business week when it would be most attractive to commuters. Also, excluding Lot A, the total number of parking spaces as indicated on Figure 4a is only marginally greater (50-100 spaces) than currently exists on Spadina Quay and Maple Leaf Quay West. Statistics from our parking lot operator on duration and turnover of existing lots indicate that their use by commuters is virtually non-existent. A marginal increase in supply is unlikely to encourage commuter use. Finally, in our view, both pedestrians walking distances to commuter destinations and proposed public transit routes to and from Spadina Quay are insufficiently convenient to encourage commuter use of our parking supply. In summary, while Harbourfront is aware of this concern, the provision of the proposed recreation parking supply on Spadina Quay would not appear quantitatively or qualitatively attractive for commuter use.

I trust that this letter satisfactorily responds to the issues raised in your letter. If you have any questions, do not hesitate to call."

(Signed)

Frank Mills
Director
Planning and Development

TABLE 1

PARCEL	BY-LAW PARKING PROVISION FOR RETAIL USES	PROPOSED RECREATIONAL PARKING PROVISION	STATISTICAL RANGE OF PEAK DEMAN FOR RETAIL USES	RANGE OF ADDITIONAL SPACES AVAILABLE FOR RECREATION USES DURING RETAIL PEAK DEMAND *
A,B,C	72	264	108-252	
D	14	43	21-49	
E	14	0	21-49	
	---	---	-------	
TOTAL	100	307	150-350	57-157

* Ranges are derived from central area parking study special retail centres as per Yorkville & Chinatown west study area. (i.e., 1.5 spaces - 3.5 spaces/135 sq. metres t.f.a.)

*

APPENDIX "M"

Revised Tables and Maps Forming Part of the Proposed Spadina Quay Sub-Area Plan.

revised April 1982

TABLE 1
SPADINA QUAY SUB-AREA PLAN

OPEN SPACE AREAS

	square metres	acres
1. Open Space areas offered for dedication for public park		
a) Water's Edge Promenade	3,752	0.93
b) Primary Public Park	6,463	1.60
c) Secondary Public Park	1,420	0.35
TOTAL	11,635	2.88
2. Other Publicly Accessible Open Space		
a) Sidewalks, Boulevards	3,750	0.93
b) Open Space at head of Spadina Avenue Slip	1,850	0.46
c) Water's Edge Promenade across Spadina Avenue Slip	488	0.12
TOTAL	6,088	1.51
3. Parcel related Other Publicly Accessible Open Space		
a) Set-backs from street rights-of-way	1,236	0.30
b) Parcel A,B,C	5,181	1.28
c) Parcel E	951	0.24
d) Parcel F	511	0.13
e) other (estimated only)	2,025 to 6,070	0.50 to 1.50
TOTAL	9,904 to 13,949	2.45 to 3.45
GRAND TOTAL	27,627 to 31,672	6.84 to 7.84

revised May 1982

TABLE 1
SPADINA QUAY SUB-AREA PLAN

OPEN SPACE AREAS

	square metres	acres
1. Open Space areas offered for dedication for public park		
a) Water's Edge Promenade	4,240	1.05
b) Primary Public Park	6,463	1.60
c) Secondary Public Park "Spadina Square"	3,270	0.81
TOTAL	13,973	3.46
2. Other Publicly Accessible Open Space		
a) Sidewalks, Boulevards	3,750	0.93
3. Parcel related Other Publicly Accessible Open Space		
a) Set-backs from street rights-of-way	1,236	0.30
b) Parcel A,B,C	5,181	1.28
c) Parcel E	951	0.24
d) Parcel F	511	0.13
e) other (estimated only)	2,025 to 6,070	0.50 to 1.50
TOTAL	9,904 to 13,949	2.45 to 3.45
GRAND TOTAL	27,627 to 31,672	6.84 to 7.84

revised April 1982

TABLE 2
SPADINA QUAY SUB-AREA PLAN
PROPOSED USES AND GROSS FLOOR AREAS

	Maximum Residential G.F.A.(m^2)	Maximum Non-residential G.F.A.(m^2)	Maximum Combined G.F.A.(m^2)	Additional G.F.A. bonus for Community Services & Facilities
MIXED-USE AREA C - MAPLE LEAF QUAYS				
PERMITTED UNDER ZONING BY-LAW 569-80				
AREA D	77,823	19,456	86,335	3,040
(AREA D1)[1]	(7,946)	(1,987)	(8,815)	(310)
TOTAL	77,823	19,456	86,335	3,040
PROPOSED FOR THE SPADINA QUAY SUB-AREA PLAN, PHASE A				
PARCEL E	11,500	1,000	12,500	0
PARCEL F[2]	0	5,500	5,500	0
TOTAL	11,500	6,500	18,000	0
ALLOCATED TO BALANCE OF MIXED-USE AREA C[3]				
PARCEL J	10,000	500	10,500	760
PARCEL K	13,500	500	14,000	760
PARCEL L	14,500	512	15,012	760
PARCEL M	28,323	500	28,823	760
GRAND TOTAL	77,823	8,512	86,335	3,040
MIXED-USE AREA D - SPADINA QUAY				
PERMITTED UNDER ZONING BY-LAW 569-80				
AREA E	83,620	28,835	96,115	4,805
(AREA E1)[4]	(425)	(147)	(489)	(24)
AREA E2[5]	8,695	2,998	9,994	500
TOTAL	92,315	31,833	106,109	5,305

TABLE 2 (continued)

PROPOSED FOR THE SPADINA QUAY SUB-AREA PLAN, PHASE A

	Maximum Residential G.F.A.(m^2)	Maximum Non-residential G.F.A.(m^2)	Maximum Combined G.F.A.(m^2)	Additional G.F.A. bonus for Community Services & Facilities
PARCEL A	26,000 (+15%)	5,900 (+15%)	31,900 (+15%)	0
PARCEL B	19,500 (±15%)	9,900 (±15%)	29,400 (±15%)	4,072
PARCEL C	0	0	0	733[6]
COMBINED[7] PARCEL A,B,C	45,500 (±15%)	15,800 (±15%)	61,300 (±15%)	4,805
PARCEL D	10,500 (±15%)	1,700 (±15%)	12,200 (±15%)	0
TOTAL	56,000	17,500	73,500	4,805
ALLOCATED TO BALANCE OF MIXED USE AREA D[8]				
PARCEL G	12,400	1,000	13,400	0
PARCEL H	17,209	2,000	19,209	500
GRAND TOTAL	85,609	20,500	106,109	5,305
TOTAL G.F.A. PROPOSED FOR THE SPADINA QUAY SUB-AREA PLAN, PHASE A				
	67,500	24,000	91,500	5,305

Notes:

1. The G.F.A. for Area D1 is not included in the total G.F.A. permitted since Harbourfront Corporation does not own the lands comprising Area D1.
2. Existing G.F.A. of existing building at 417 Queens Quay West.
3. The gross floor areas allocated to, and the parcels described for the balance of the lands comprising Mixed-Use Area C are tentative and are included only for the purposes of this Table.
4. The G.F.A. for Area E1 is not included in the total G.F.A. permitted since Harbourfront Corporation does not own the lands comprising Area E1.
5. The G.F.A. for Area E2 is include in the total G.F.A. permitted since Harbourfront Corporation is in the process of acquiring jurisdiction over the lands comprising Area E2.
6. Existing G.F.A. of existing building at 435 Queens Quay West.
7. The figures for each individual "parcel" are provided for convenience, however for all other purposes the Combined Parcel A,B,C should be regarded as a single parcel.
8. The G.F.A. allocated to the parcels comprising the balance of the lands of Mixed-Use Area D is only tentative.

revised April 1982

TABLE 3
SPADINA QUAY SUB-AREA PLAN
PARKING REQUIREMENTS

	Gross Floor Area (m^2)	Net Floor[1] Area (m^2)	Requirement	Parking Spaces
PARCEL A				
Non-residential:				
Retail	5,900	5,015	1:100	50.15
Residential:[2]				
32 1-bedroom			.50 + .06	17.92
92 2-bedroom			.75 + .06	74.52
30 3-bedroom			1.20 + .06	37.80
154 units				130 to 183
PARCEL B				
Non-residential:				
Office	7,354	6,251	1:155	40.30
Retail	2,546	2,164	1:100	21.60
Community S&F	4,072	3,462	1:175	19.77
Residential:				
15 1-bedroom			.50 + .06	8.40
51 2-bedroom			.75 + .06	41.31
25 3-bedroom			1.20 + .06	31.50
91 units				81 to 120
PARCEL C				
Non-residential				
Community S&F	733	623	1:175	3.56

Table 3 continued

TABLE 3 (continued)

	Gross Floor Area	Net Floor Area	Requirement	Parking Spaces
COMBINED PARCEL A,B,C TOTALS		MIXING FORMULA		
	morning	afternoon	evening	
Retail	14.34	71.75	71.75	
Office	40.30	24.18	0	
Community S&F	5.83	23.33	23.33	
	60.48	119.26	95.08	
TOTAL NON-RESIDENTIAL				119
RECREATIONAL				264 of which 75 are at grade in surface lot
PARCEL D				
Non-residential:				
Retail	1,700	1,445	1:100	14
Residential:				
7 1-bedroom			.50 + .06	3.92
49 2-bedroom			.75 + .06	39.69
7 3-bedroom			1.20 + .06	8.82
63 units				52 to 67
Recreational				43
PARCEL E				
Non-residential:				
Retail	999	849	1:100	14
Residential:				
36 1-bedroom			.50 + .06	20.16
38 2-bedroom			.75 + .06	30.78
74 units				51 to 78

Table 3 continued

TABLE 3 (continued)

	Gross Floor Area (m^2)	Net Floor Area (m^2)	Requirement	Parking Spaces
PARCEL F				
Office	5,500	4,675	1:155	30

SUB-AREA PLAN, PHASE A TOTALS

	Parking Spaces
NON-RESIDENTIAL	163
RESIDENTIAL	314 to 448
RECREATIONAL	307

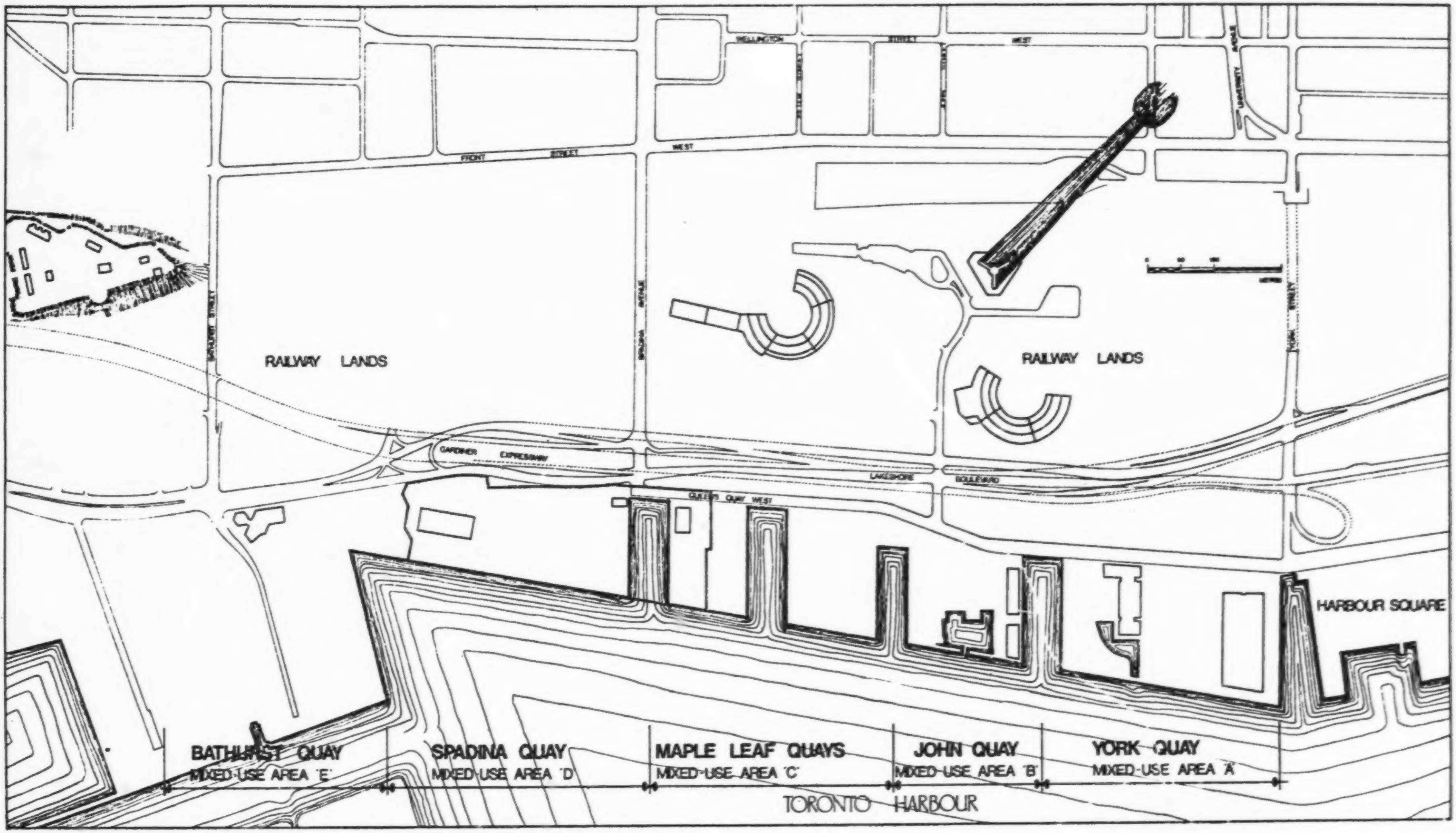
Notes:

1. Net Floor Area is assumed to be 85% of Gross Floor Area.
2. Unit mix provided is estimated only for the purposes of this Table. Actual unit mix will not be available until development review submissions are made.
3. The figures for each individual "parcel" are provided here for convenience, however for all other purposes the Combined Parcel A,B,C should be regarded as a single parcel.

revised April 1982

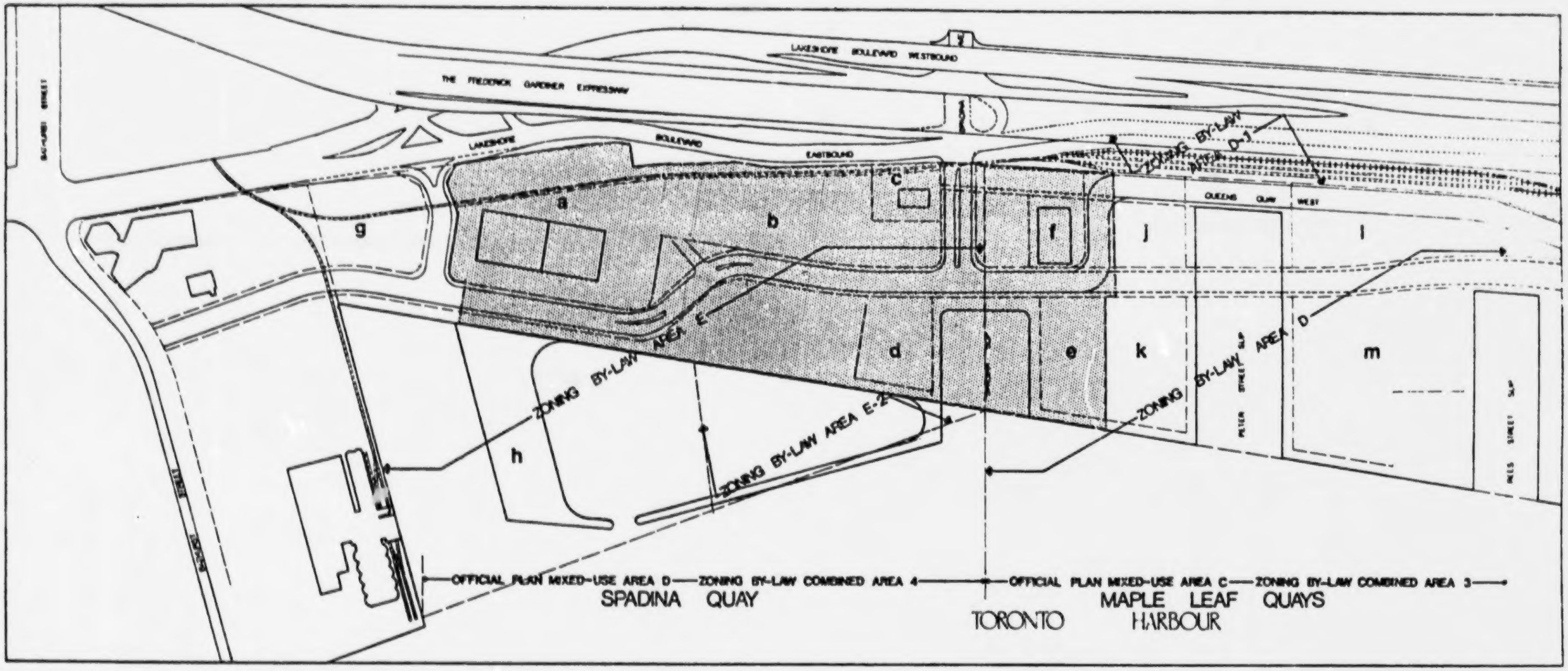
TABLE 4
SPADINA QUAY SUB-AREA PLAN
LOADING REQUIREMENTS

	USE	TOTAL FLOOR AREA (m^2)	LOADING SPACE TYPE/AREA		
			A	B	C
PARCEL A	Retail	5,900	-	3	-
	Residential	N/A	-	1 modified	-
TOTAL			-	3 including 1 modified	-
PARCEL B	Retail	2,546	-	2	-
	Office	7,354	-	2	2
	Community Services & Facilites	4,072	-	1	-
	Residential	N/A	-	1 modified	-
TOTAL			-	2 including 1 modified	2
PARCEL D	Retail	1,700	-	2	-
	Residential	N/A	-	1 modified	-
TOTAL			-	2 including 1 modified	-
PARCEL E	Retail	999	-	1	-
	Residential	N/A	-	1 modified	-
TOTAL			-	1 modified	-


WELLINGTON
STREET
WEST
FRONT
STREET
WEST
UNIVERSITY AVENUE
YORK STREET
BATHURST STREET
SPADINA AVENUE
RAILWAY LANDS
RAILWAY LANDS
0
GARDINER EXPRESSWAY
LAKESHORE BOULEVARD
QUEENS QUAY WEST
HARBOUR SQUARE
BATHURST QUAY
MIXED-USE AREA 'E'
SPADINA QUAY
MIXED-USE AREA 'D'
MAPLE LEAF QUAYS
MIXED-USE AREA 'C'
JOHN QUAY
MIXED-USE AREA 'B'
YORK QUAY
MIXED-USE AREA 'A'
TORONTO HARBOUR

1a CONTEXT

SPADINA QUAY


BATHURST STREET
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD WESTBOUND
LAKESHORE BOULEVARD EASTBOUND
QUEENS QUAY WEST
PETER STREET SLIP
REES STREET SLIP
a
b
c
d
e
f
g
h
j
k
l
m
ZONING BY-LAW AREA D-1
ZONING BY-LAW AREA E
ZONING BY-LAW AREA E-2
ZONING BY-LAW AREA D
OFFICIAL PLAN MIXED-USE AREA D — ZONING BY-LAW COMBINED AREA 4
OFFICIAL PLAN MIXED-USE AREA C — ZONING BY-LAW COMBINED AREA 3
SPADINA QUAY
MAPLE LEAF QUAYS
TORONTO HARBOUR

Harbourfront

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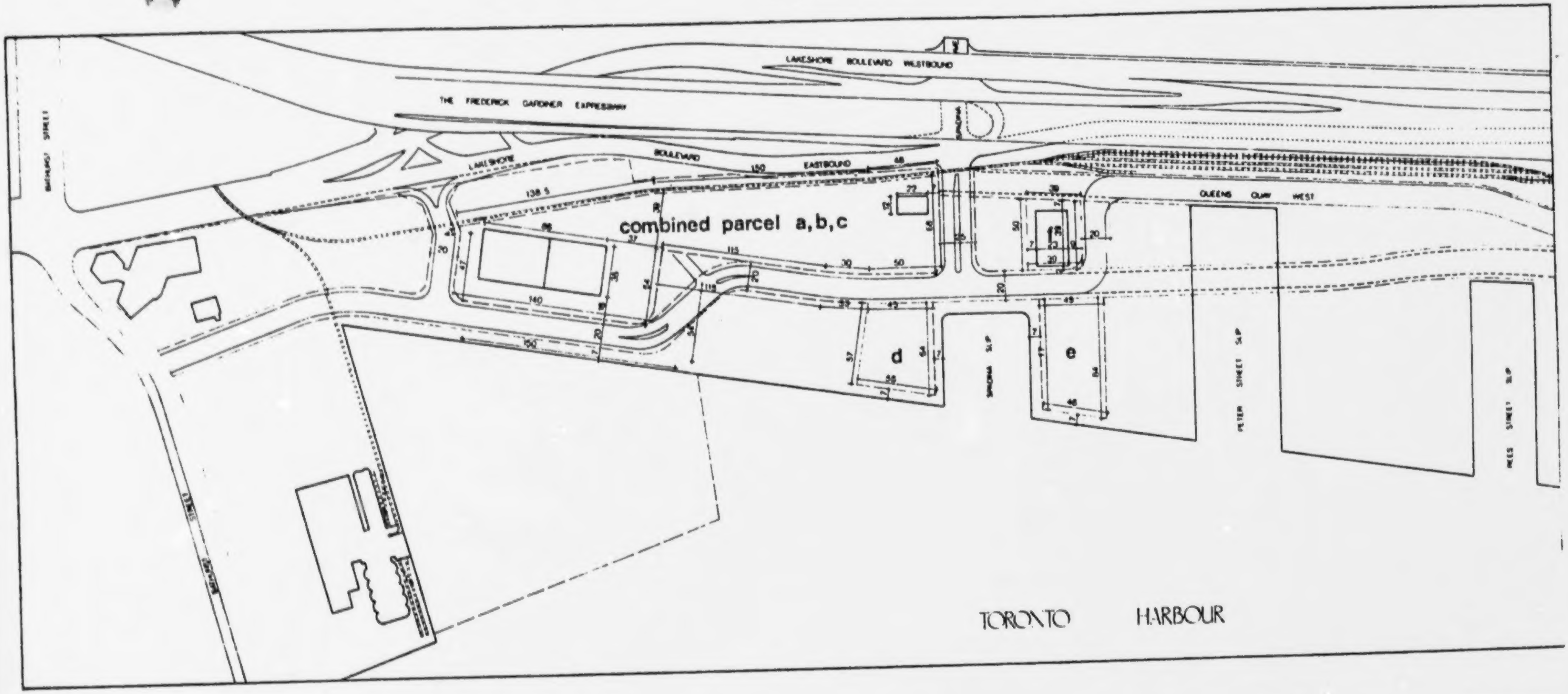
MAY 1982
SEPTEMBER [illegible]

1b SUB-AREA BOUNDARIES

SPADINA QUAY

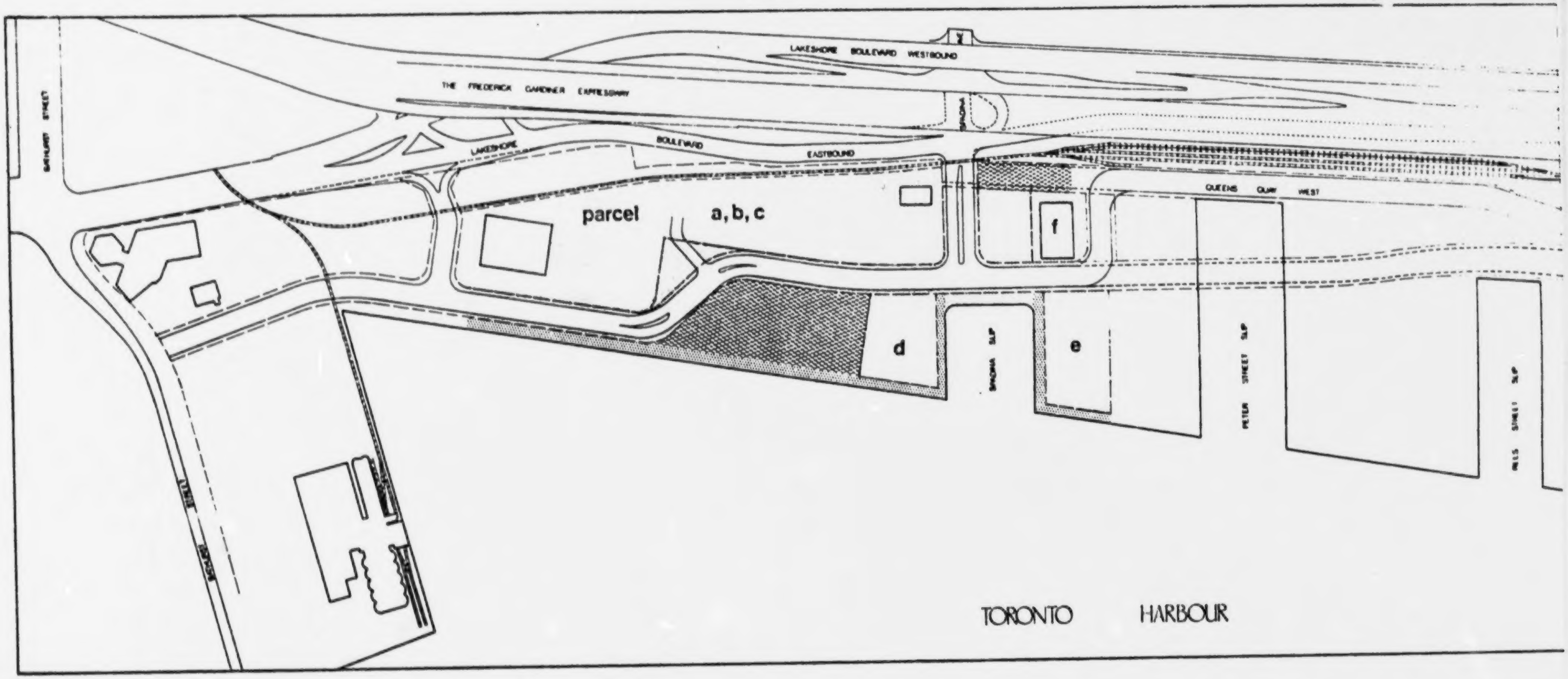

LAKESHORE BOULEVARD WESTBOUND
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD EASTBOUND
BATHURST STREET
SPADINA
QUEENS QUAY WEST
combined parcel a,b,c
d
e
SPADINA SLIP
PETER STREET SLIP
REES STREET SLIP
TORONTO HARBOUR
138.5
150
48
140
150
115
22
20
30
50
49
57
55
84
46
47

Harbourfront

2a **PARCELS & DIMENSIONS**

SPADINA QUAY

REVISED APRIL [illegible]
SEPTEMBER [illegible]


BATHURST STREET
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD WESTBOUND
LAKESHORE BOULEVARD EASTBOUND
SPADINA
QUEENS QUAY WEST
parcel a, b, c
d
e
f
SPADINA SLIP
PETER STREET SLIP
RILES STREET SLIP
BATHURST STREET
TORONTO HARBOUR

KEY

- ░ WATER'S EDGE — OPEN SPACE TO BE OFFERED FOR DEDICATION
- ▓ PUBLIC PARK — OPEN SPACE TO BE OFFERED FOR DEDICATION
- ☐ OTHER OPEN SPACE AREAS

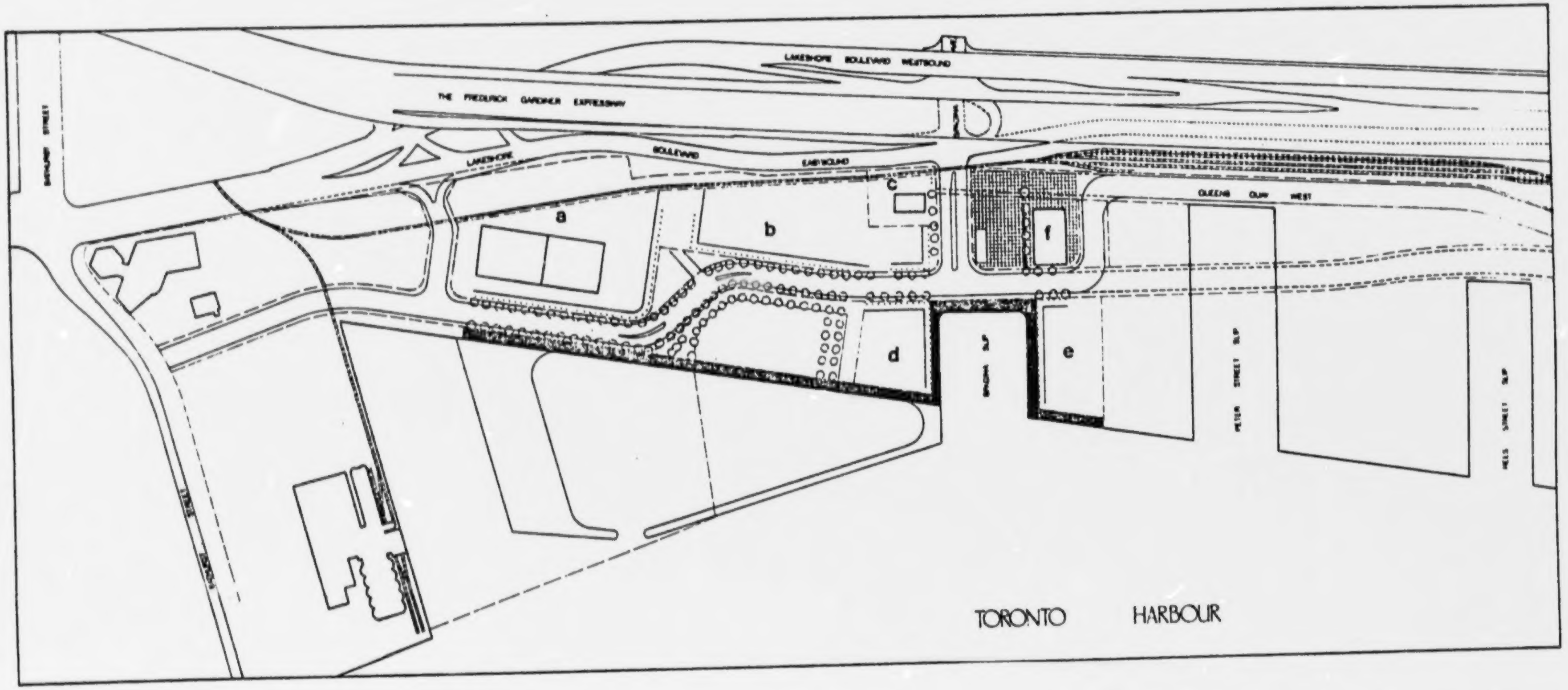
REVISED: APRIL, 1982
SEPTEMBER, [illegible]

Harbourfront

3a OPEN SPACE

SPADINA QUAY

0 20 40


BATHURST STREET
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD WESTBOUND
LAKESHORE BOULEVARD EASTBOUND
QUEENS QUAY WEST
a
b
c
d
e
f
SPADINA SLIP
PETER STREET SLIP
REES STREET SLIP
TORONTO HARBOUR

▭ PARK

▥ PUBLIC SQUARE

▤ ARCADE

■ WATER'S EDGE PROMENADE

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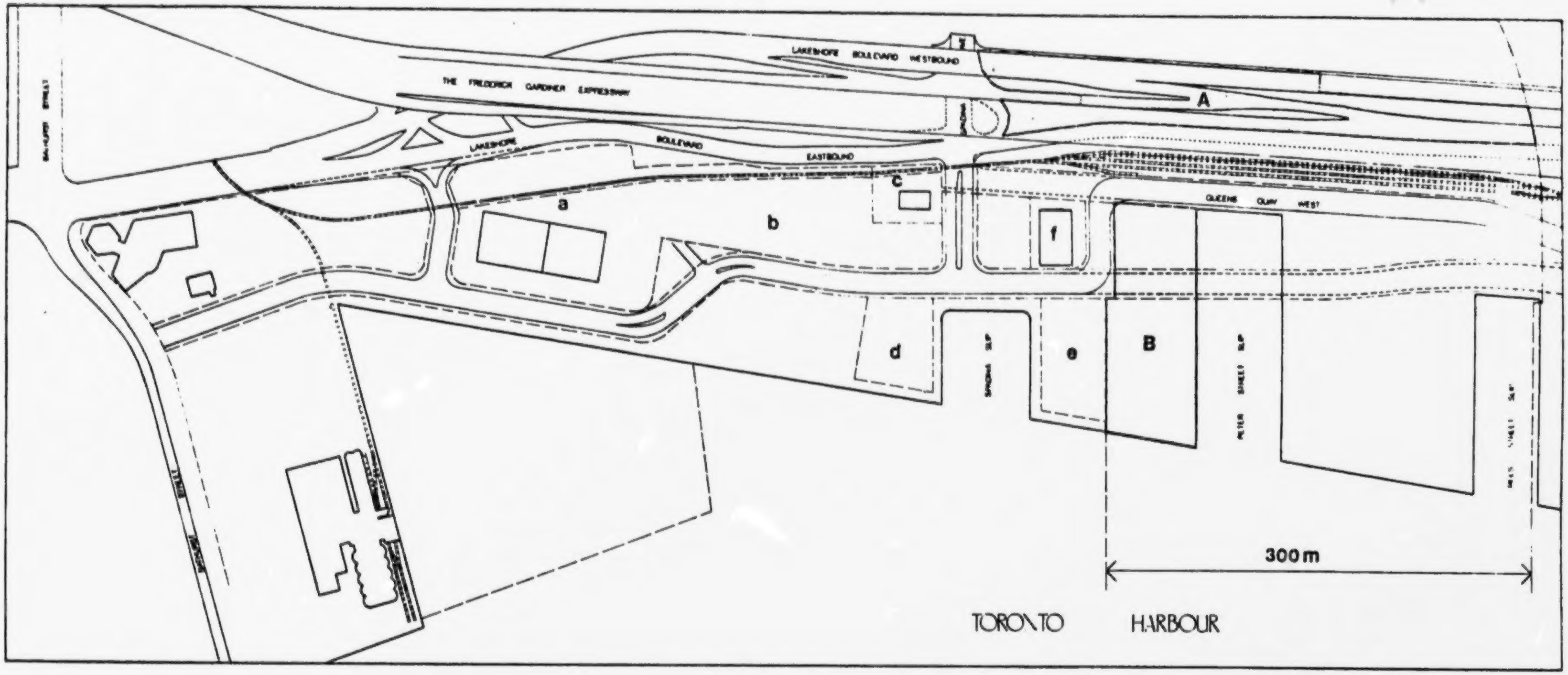
MAY 1982
SEPTEMBER . [illegible]

3b OPEN SPACE - PLAN

SPADINA QUAY


BATHURST STREET
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD WESTBOUND
LAKESHORE BOULEVARD EASTBOUND
SPADINA
QUEENS QUAY WEST
A
a
b
c
d
e
f
B
SPADINA SLIP
PETER STREET SLIP
JOHN STREET SLIP
BATHURST STREET
300 m
TORONTO HARBOUR

KEY

A 250 SPACES

B 250 SPACES

PARCELS a & b 235 SPACES MIN.

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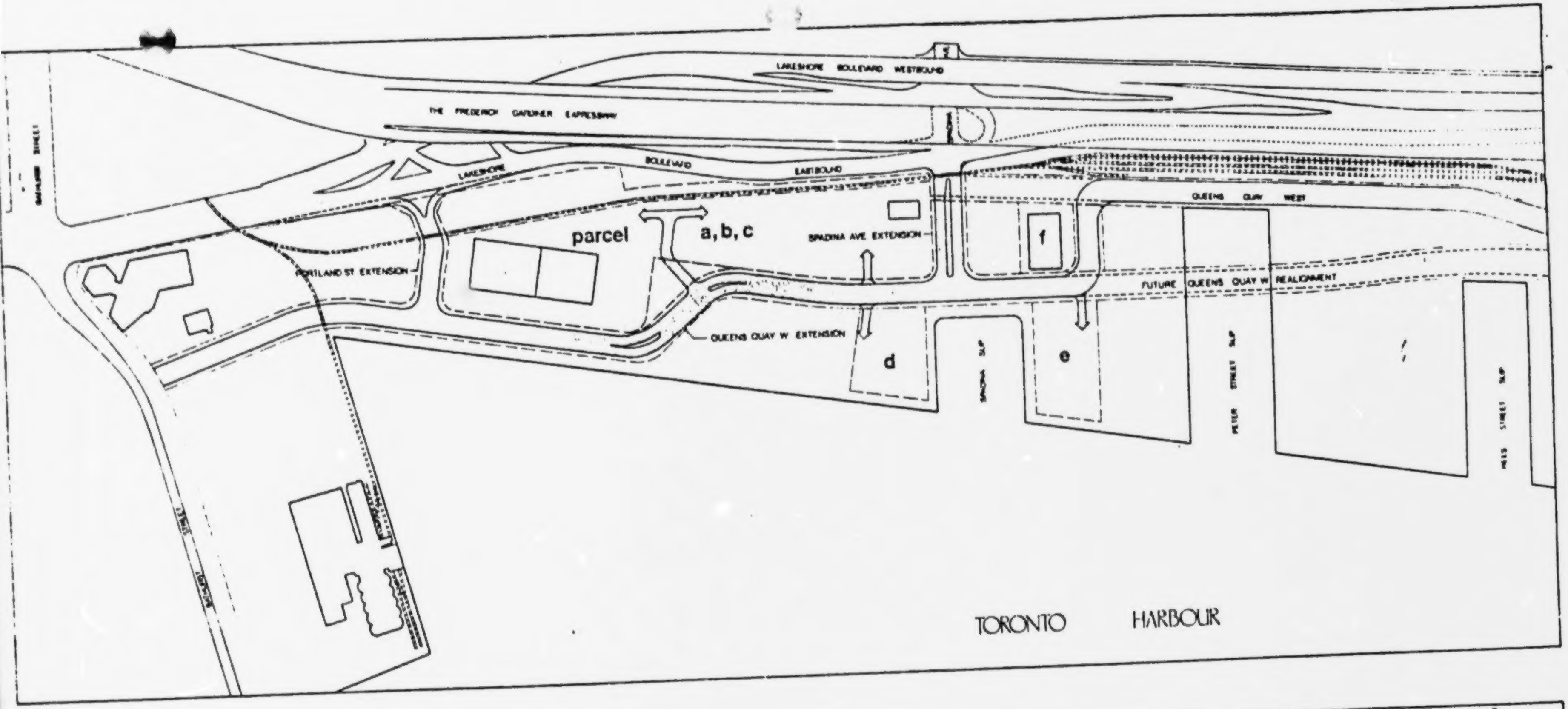
SEPTEMBER 1981

Harbourfront

4a RECREATIONAL PARKING

SPADINA QUAY


LAKESHORE BOULEVARD WESTBOUND
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD EASTBOUND
BATHURST STREET
QUEENS QUAY WEST
parcel
a, b, c
SPADINA AVE EXTENSION
PORTLAND ST EXTENSION
f
FUTURE QUEENS QUAY W REALIGNMENT
QUEENS QUAY W EXTENSION
d
SPADINA SLIP
e
PETER STREET SLIP
REES STREET SLIP
BATHURST STREET
TORONTO HARBOUR

KEY

▨ STREET

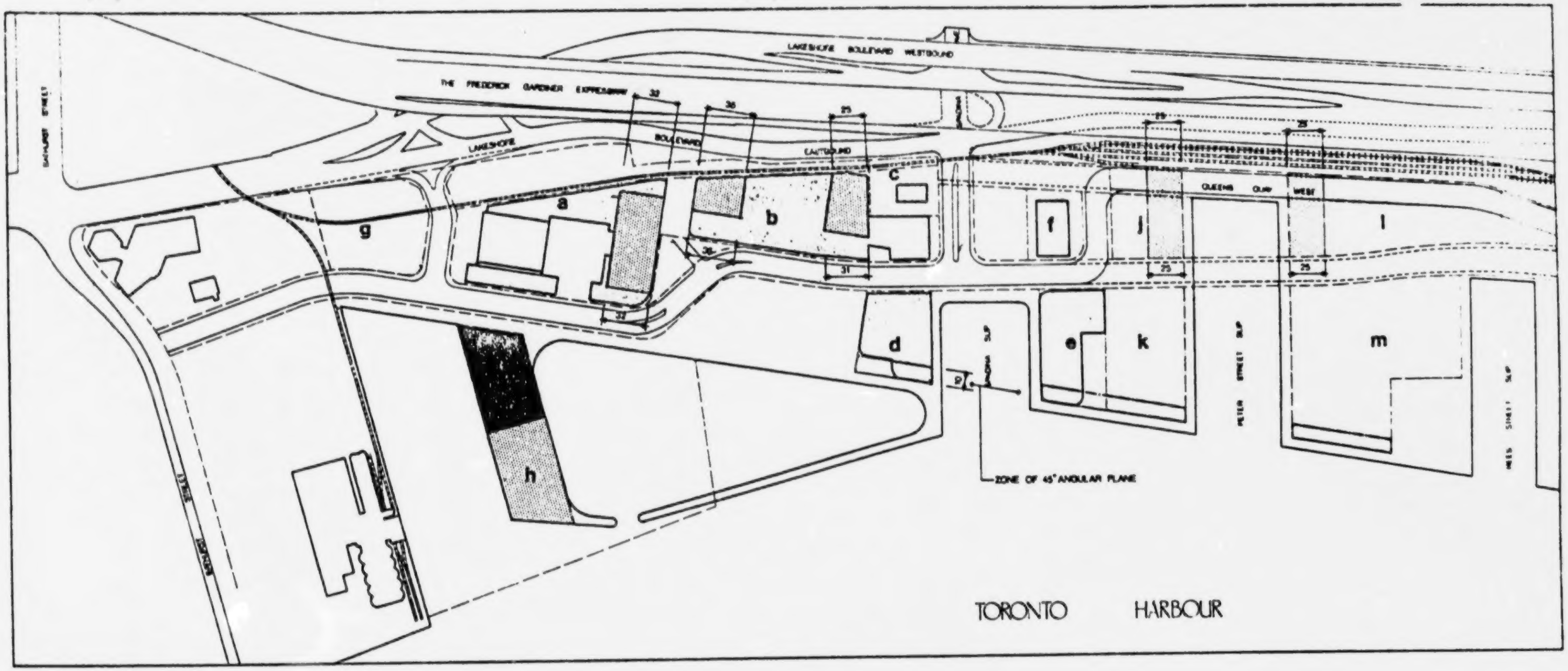
☐ COMBINED VEHICULAR / SERVICE

REVISED APRIL [illegible]
SEPTEMBER [illegible]

Harbourfront

4b VEHICULAR ACCESS

SPADINA QUAY


BATHURST STREET
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD WESTBOUND
LAKESHORE BOULEVARD EASTBOUND
SPADINA
QUEENS QUAY WEST
32
36
25
25
25
a
b
c
d
e
f
g
h
j
k
l
m
36
32
31
25
25
10
SPADINA SLIP
PETER STREET SLIP
REES STREET SLIP
ZONE OF 45° ANGULAR PLANE
TORONTO HARBOUR

KEY

■ UP TO 5 METRES

□ UP TO 25 METRES

▨ OVER 25 METRES

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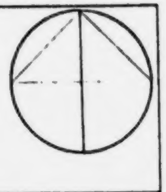
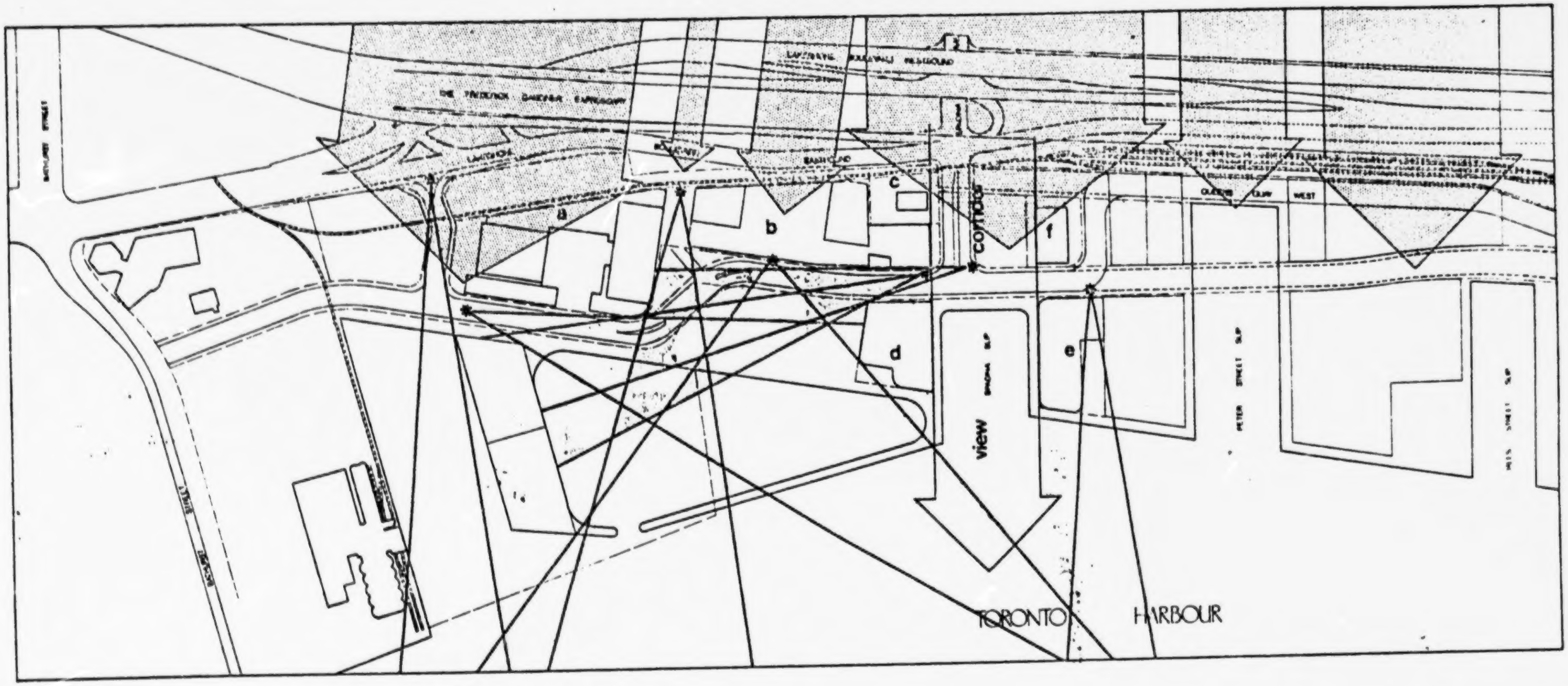
MAY 1982
SEPTEMBER . [illegible]



5 BUILDING ENVELOPES

SPADINA QUAY


THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD WESTBOUND
LAKESHORE
BATHURST STREET
QUEENS QUAY WEST
a
b
c
d
e
f
view corridor
SPADINA SLIP
PETER STREET SLIP
REES STREET SLIP
TORONTO HARBOUR

KEY

▨ HIGH LEVEL VIEW CORRIDOR

✱ PEDESTRIAN / VEHICULAR GRADE RELATED VIEWS

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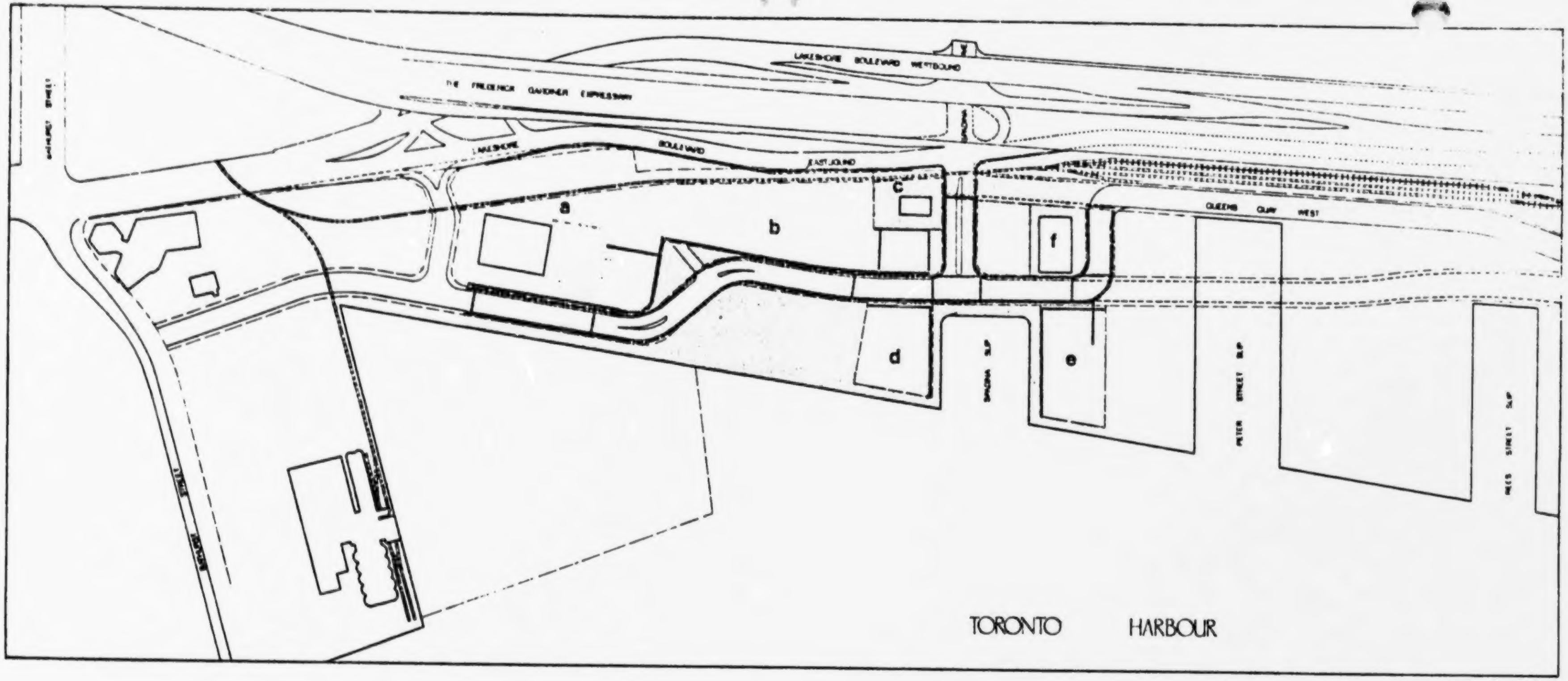
Harbourfront

6	VIEWS & VISTAS

SPADINA QUAY


BATHURST STREET
THE FREDERICK GARDINER EXPRESSWAY
LAKESHORE BOULEVARD WESTBOUND
LAKESHORE BOULEVARD EASTBOUND
SPADINA
QUEENS QUAY WEST
a
b
c
d
e
f
SPADINA SLIP
PETER STREET SLIP
REES STREET SLIP
BATHURST STREET
TORONTO HARBOUR

KEY

☐ PARKS, WATER'S EDGE, OTHER OPEN SPACE

— SIDEWALKS

— ARCADES, WALKWAYS, ETC.

REVISED
MAY 1982
SEPTEMBER · [illegible]

Harbourfront

7 **PEDESTRIAN CIRCULATION**

SPADINA QUAY

POOR

QUALITY

ORIGINAL